



**MPD STRATEGIC REALIGNMENT PLANNING PROJECT**  
**FOR**  
**THE MEMPHIS SHELBY CRIME COMMISSION IN CONJUNCTION WITH**  
**MAYOR A C WHARTON AND DIRECTOR TONEY ARMSTRONG**

*W. Richard Janikowski, Principal*  
Strategic City Solutions  
E-Mail: [richard.janikowski@gmail.com](mailto:richard.janikowski@gmail.com)



Richard Janikowski is a Principal in Strategic City Solutions, a consulting firm specializing in data analysis and evidence-based practices addressing urban issues. He recently retired after 25 years as a professor in the Department of Criminology and Criminal Justice at the University of Memphis in Memphis, TN. For the past 15 years he served as Director of the Center for Community Criminology and Research which provided applied research support for criminal justice agencies in the areas of crime analysis, crime mapping, and evidence-based practice. He is the recipient of the University's Excellence in Engaged Scholarship Award and the Arts & Sciences W. Russell Smith Award for Teaching Excellence. He has been included in "Who's Who in Memphis" editions of Memphis Magazine and in 2010 was recognized by the Memphis Commercial Appeal as one of the ten most influential people in Memphis during the past decade. He has published on issues concerning criminal law, criminal procedure, and criminology. Professor Janikowski's applied research interests focus on collaborations among local, state, and federal criminal justice agencies to reduce violent and gang crime and the impact of neighborhood conditions on crime and disorder. During his tenure at the university he was the Principal Investigator or Co-Principal Investigator on over 12 million dollars of grants and contracts, including funding from the National Institute of Justice, the Bureau of Justice Assistance, and a variety of foundations. Professor Janikowski has worked extensively with the Memphis Police Department, the United States Attorney for the Western District of Tennessee, the Shelby County Sheriff's Office, and many other law enforcement agencies on a variety of projects. He was the research partner for the Memphis Police Department's Blue C.R.U.S.H. strategy targeting "hotspots" of violent and property crime in Memphis, has been the lead researcher on numerous federally-funded data-driven initiatives in Memphis, has provided research support for Operation Safe Community and for the Memphis Project Safe Neighborhoods Initiative. Previously, he was the Principal Investigator for the Memphis Sexual Assault Research project, one of the first researcher-practitioner partnerships launched by the United States Department of Justice in its Strategic Approaches to Community Safety Initiative (SACSI). In addition, Professor Janikowski has served as a consultant and trainer for the U.S. Department of Justice's National Institute of Justice and its Bureau of Justice Assistance; he has also served on the editorial boards and acted as a peer reviewer for numerous criminology journals. Professor Janikowski has lectured extensively and trained police officers throughout the United States and in Europe and South America, on gangs, youth violence, violent crime, problem-solving policing, and crime analysis.



Strategic City Solutions (SCS) is a consulting firm established by Phyllis Betts and Richard Janikowski (respectively, founding and retired directors of the Center for Community Building and Neighborhood Action – CBANA, and the Center for Community Criminology and Research—C3R, at the University of Memphis.) *Strategic City Solutions specializes in urban problem-solving, with an emphasis on using local data to create the context in which local issues can best be understood and collaborative policy and programmatic interventions designed and implemented.* Their work has been allied in particular with so-called "place-based" initiatives, where neighborhood-level data provides insights into the demographics of designated populations, the dynamics of local problems, and the local assets that might be mobilized for problem-solving. Strategic City Solutions is inspired by the work of the Project on Human Development in Chicago Neighborhoods, where both the family environment and the neighborhood environment are critical to an understanding of urban challenges such as poverty, education, and economic opportunity; health and well-being; community safety and longer term crime prevention; early childhood and youth development; and neighborhood vitality/economic development. SCS emphasizes the importance of working directly with community stakeholders, including both problem-solving practitioners and impacted local populations. SCS remains active in Memphis through a series of ongoing consulting partnerships with both government and non-profit agencies and organizations.

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## EXECUTIVE SUMMARY OF RECOMMENDATIONS

### **CENTRAL FINDINGS**

- Numerous opportunities exist for MPD to increase efficiency and become more cost effective while enhancing its capacity to continue reducing major violent and property crime. These opportunities include strategic realignment of how/where sworn officers are deployed. These strategies will require 2 to 3 years to implement.
- MPD's current staffing level of 2282 sworn officers is already at the level recommended in the PFM Report. However, the reduction in the MPD staffing levels has not been accompanied by implementation of strategies allowing for strategic redeployment of officers as foreseen in the PFM report. As a result, MPD's staffing levels are significantly below those required for performance of its current mission. Until these strategies are implemented, MPD needs to recruit new officers to maintain a staffed level of approximately 2400 sworn officers. While augmented staffing will increase costs in the short term, some of this cost will be defrayed by decreased needs for overtime funding.
- MPD's effectiveness in addressing public safety and lowering costs is jeopardized by a cumbersome and inefficient promotional process. The current process results in lowered morale, attenuated supervision, and increasing costs for overtime and out-of-rank pay. Normalizing the promotion process is a necessary strategic investment towards a more efficacious and cost-effective department; in particular, a normalized process will reduce costs for overtime and out-of-rank pay.

### **I. PREPARING FOR A NEW NORMAL: DEFINING THE MEMPHIS POLICE DEPARTMENT'S CORE MISSIONS**

**SCS RECOMMENDATION:** Over the next six months, the City should implement an assessment process to define the Police Department's core missions for the future. The process should involve city officials, city administration and City Council, the Memphis Police Department (including representatives from the Memphis Police Association), and the community.

### **II. REALLOCATING ASSETS**

#### **A. REASSIGNING FUNCTIONAL RESPONSIBILITY**

1. *Shelby County Sheriff's Office assumes responsibility for staffing the unit at The Med.*

**SCS RECOMMENDATION:** Within the next year, responsibility for providing custodial security for prisoners being treated at the MED should be assumed by the Shelby County Sheriff's Office.

2. *The Shelby County Sheriff's Office assumes responsibility for the Officers in Schools (OIS) program.*

**SCS RECOMMENDATION:** Within the next two to three years, the Shelby County Sheriff's office should assume responsibility for operating the Officer in the Schools (OIS) program in the Shelby County School System.

3. *Shelby County Schools assumes responsibility for Crossing Guards.*

**DELOITTE RECOMMENDATION:** Responsibility for management and oversight of school crossing guards should be transferred to the Memphis City Schools.

**SCS RECOMMENDATION:** (We have updated the recommendation to recognize the dissolution of the Memphis City School System). Within the next fiscal year, responsibility for management and oversight of school crossing guards should be transferred to the Shelby County Schools.

4. *Eliminate the City Hall Unit*

**SCS RECOMMENDATION:** Within the next fiscal year, eliminate the City Hall Unit and have the city contract with a private security company.

**B. CIVILIANIZATION**

**PFM RECOMMENDATION:** The City should maximize the number of sworn officers performing patrol and/or related police-specific tasks and minimize the number of sworn personnel performing administrative, back office or non-police functions. Memphis should take a series of steps to freeze the hiring of new sworn officers and increase the hiring of civilians and Police Service Technicians (PSTs).

**PERF OBSERVATION:** While the Memphis Police Department has more officers than the comparable departments, there is a difference in the amount and types of services provided by these departments. MPD can be considered a “full service” police department, as officers respond to even the most minor calls from citizens. The need for officers to respond to all calls can be managed through various call diversion programs and the civilianization of some sworn positions.

**PERF RECOMMENDATION:** The police department’s Investigations Bureau should be staffed with sufficient support personnel in order for detectives to maximize their efficiency and productivity.

**DELOITTE RECOMMENDATION:** In general, civilians should fill police department positions unless an affirmative case can be made that sworn officers are needed.... 14 positions currently assigned to sworn officers can effectively be assigned to civilians.

1. *Civilianize Most of the Positions in the Sex Offender Registry*

**PERF RECOMMENDATION:** The Sex Crimes/Child Abuse Bureau should work to civilianize most of the positions within the Sexual Offender Registry.

2. *Civilianize the Crime Scene Unit*

**PERF RECOMMENDATION:** The department should work toward civilianizing the CSI function: Progressive departments throughout the nation have successfully civilianized the Crime Scene Investigation function.

**DELOITTE RECOMMENDATION:** Positions currently assigned to sworn officers in Crime Scene can effectively be assigned to civilians: Major – Crime Scene Investigations; Lieutenant – Crime Scene Investigations; Sergeant – Crime Scene Investigations; Officer – Crime Scene Investigations; Officer – Office Manager – Crime Scene Investigations.

3. *Civilianize the position in the Grants Office*

**PERF RECOMMENDATION:** No staffing changes are recommended.

**SCS RECOMMENDATION:** The position in the Grants Office should be civilianized.

4. *Civilianize the position in the Legal Office*

**PERF RECOMMENDATION:** No staffing changes are recommended.

**SCS RECOMMENDATION:** The position in the Legal Office should be civilianized.

5. *Civilianize the position in the Health and Safety Office*

**SCS RECOMMENDATION:** The position in the Health and Safety Office should be civilianized.

6. *Use Reserve Officers/ Retired Officers in the Background Unit*

**SCS RECOMMENDATION:** MPD should explore using Reserve Officers and/or contracting with Retired Officers to either staff or reduce staffing in the Background Unit.

7. *Civilianize Research and Development*

**PERF RECOMMENDATION:** The Research and Development Unit should be civilianized, over time.

**DELOITTE RECOMMENDATION:** Positions currently assigned to sworn officers in Research and Development can effectively be assigned to civilians: Lieutenant – Research and Development –

**Capital Improvements; Sergeant – Research and Development; Lieutenant – Military Liaison – Research and Development**

*8. Use Reserve Officers/Retired Officers in the Quality Assurance Unit*

**PERF RECOMMENDATION:** There are 6 sergeants temporarily assigned to the unit to review a backlog of officer memos to determine if they should have been documented in crime reports. Once the backlog is cleared the department will need to reassess staffing in this unit. The authorized strength of one lieutenant may be too low to prevent future backlogs.

**SCS RECOMMENDATION:** MPD should explore whether Reserve Officers and/or retired officers under contract could be used to staff the Quality Assurance Unit.

*9. Civilianize 2 positions in Accreditation*

**DELOITTE RECOMMENDATION:** Officer currently assigned to Accreditations can effectively be assigned to a civilian.

**DELOITTE OBSERVATION:** Please note that not all accreditation officer positions should be civilianized and that a mix of sworn and civilian staff should be assigned to the accreditation unit. At a minimum, however, one position should be civilianized to provide administrative and clerical support to the unit. Over time, the department should assess whether civilians can fill additional sworn officer positions.

*10. Civilianize "Bookman" positions in the Investigative Bureaus*

**DELOITTE RECOMMENDATION:** While booking officers in some units – most notably homicide and domestic violence – are assigned cases to handle, in most units the booking officer position represents an ineffective use of sworn resources.

**PERF RECOMMENDATION:** The department should establish a new Police Investigative Aide (PIA) position within each bureau of Investigative Services:

*11. Civilianize 1 position in the Public Information Office*

**PERF RECOMMENDATION:** The department should consider civilianizing one of the media positions.

*12. Use Reserve Officers or Retired Officers to Investigate Minor Offenses*

**SCS RECOMMENDATION:** MPD should explore the use of retired or Reserve officers to conduct follow-up investigations for minor offense reports, particularly those involving contact only.

*13. Civilianize the Equipment Officer positions currently filled by sworn personnel.*

**SCS RECOMMENDATION:** All sworn personnel acting as Equipment officers in the precincts and the Traffic Bureau should be replaced civilian Inventory Control Clerks.

*14. Civilianize positions in the Real Time Crime Center*

**PERF OBSERVATION:** It is difficult to assess the staffing needs of the RTCC. While it clearly enhances the operation of the MPD, it is difficult to determine how much value it adds....The question of how the RTCC should be staffed, and the appropriate mix of sworn and civilian positions is related to the role the Center plays in supporting the mission of the police department.

**SCS RECOMMENDATION:** MPD should undertake a strategic assessment to examine the value and operations of the RTCC.

*15. Civilianize all positions in Information Technology*

**PERF RECOMMENDATION:** A civilian position of Information Technology Manager should be created, and that manager should report to a command level officer. All sworn positions in Information Systems should be replaced incrementally with civilians.

**SCS RECOMMENDATION:** MPD should conduct a position analysis in the next six months to determine comparable salaries for civilians who would perform IT functions currently done by sworn officers. The position analysis should determine (1) if a cost savings would occur by replacing sworn officers with civilians and (2) weigh advantages and disadvantages in making a change.

### III. CHANGING THE SHIFT SCHEDULE

**DELOITTE RECOMMENDATION:** This analysis revealed that a 7:00 a.m. to 3:00 p.m., 3:00 p.m. to 11:00 p.m., and 11:00 p.m. to 7:00 a.m. schedule is the most cost effective of the three scheduling approaches that were evaluated. Indeed, the current scheduling model and the ten-hour shift model that was evaluated both require about 70 more personnel to meet call response workload requirements than the recommended scheduling approach.

**SCS RECOMMENDATION:** A consultant should be retained to conduct an analysis to determine FTE savings that might be obtained from changing the MPD shift schedule.

#### IV. REDUCING THE BURDEN

**SCS OBSERVATION:** We estimate that the department's current response model for false alarms, non-injury traffic accidents, minor offenses, and "loose dog" calls for service consumes the equivalent of 74.4 officer FTE (efforts that could be dedicated to pro-active policing to reduce serious crime and enhance public safety and community conditions) at an estimated delivery cost of \$4,946,653. We stress that reducing the Calls for Service burden on the department will NOT result in immediate cost savings or reduce sworn officer staffing levels. It may be possible that over time the need for overtime funding for pro-active policing efforts may be reduced as officers are able to re-balance their patrol activities to allow for increased attention to pro-active and community policing. Furthermore, after a few years, when MPD has conducted its next precinct and ward geographic alignment study, it may (again we stress there is no certainty in this proposition) be possible to reduce the number of officers required in Uniform Patrol given call loads and crime patterns. We make these recommendations to enhance the department's ability to effectively use its patrol resources to reduce serious crime and improve public safety in the city.

##### A. REDUCING FALSE ALARMS

**PERF OBSERVATION:** Jurisdictions that have reduced alarm calls have either levied heavier fines sooner or required alarm companies to verify the validity of the alarm before the police are summoned.

**PFM RECOMMENDATION:**

**PS07. Increase False Alarm Fees**

"With false calls responsible for one out of every ten calls to the MFD, the City needs to create a false alarm fee program to both generate revenue and deter false calls. Memphis has a false alarm ordinance, but it only applies to MPD response to burglar alarms. Under the current alarm ordinance, there is no penalty for the first four false alarms; fines then are capped at \$25 per false alarm. MPD's recent PERF report suggests that the high number of burglar alarms may indicate that the City's alarm ordinance is not having an effect in minimizing false alarm calls – which account for a sizeable percentage of all alarm calls."

"The City should enact an ordinance decreasing the number of false alarms before receiving a fine. Additionally, the City should create a false alarm fine system for false fire alarms. Fees should be set at a level closer to the actual cost of responding to false calls based on an hourly cost for personnel and equipment."

**SCS RECOMMENDATION:** The City should adopt a multi-dimensional strategy to reduce the burden false alarms are imposing upon MPD.

1. Adopt verified response: require alarm companies to verify alarm legitimacy before calling the police.
2. Set a cost recovery-based fee for all false alarm calls.
3. Charge permit fees, fines, and cost recovery fees directly to alarm companies.
4. Outsource the administration of permits, fines, and fees.
5. Publish alarm companies' false alarm rates on websites or elsewhere.
6. Require repeat false alarm abusers (more than 2 false alarms) to attend education class.

## B. CHANGE THE RESPONSE TO NON-INJURY TRAFFIC ACCIDENTS

1-A. *MPD should stop responding to Non-Injury Traffic Accidents*

**DELOITTE RECOMMENDATION:** The department should cease responding to minor non-injury traffic accidents. As in many jurisdictions across the nation, citizens who are involved in such accidents should go to a police station to make a report, if a report is needed for insurance purposes.

1-B. *Alternative: MPD implements use of civilian Traffic Accident Investigators to investigate Non-Injury Traffic Accidents.*

## C. CHANGE THE RESPONSE TO MINOR OFFENSES BY IMPLEMENTING ON-LINE REPORTING

1-A. *MPD stops sending officers to take reports on minor offenses*

**SCS RECOMMENDATION:** MPD should stop responding to minor offenses and use on-line reporting

1-B. *Alternative: MPD implements use of civilian Community Support Officers to take reports on minor offenses.*

## D. CHANGE THE RESPONSE TO “LOOSE DOG” Calls

**PERF OBSERVATION:** The city should consider whether responding to dog calls makes the best use of police officer time rather than ensuring the staffing and scheduling of the Animal Services personnel can be adjusted to substantially reduce this workload this call requires of the police department.

**SCS RECOMMENDATION:** MPD should stop responding to “loose dog” calls except where an imminent threat to safety exists.

## IV. NORMALIZING THE PROMOTION PROCESS

**PERF RECOMMENDATION:** The Memphis Police Department should be allowed to make promotions to authorized positions without City Council approval.

**PERF RECOMMENDATION:** The MPD, consulting with the Memphis Police Officer Association, should establish an eligibility list and promote from that list on an “as needed” basis.

## V. INCREASING REVENUES

## A. INCREASE THE ADMINISTRATIVE FEE CHARGED BY THE VEHICLE IMPOUND LOT

**SCS RECOMMENDATION:** MPD should be authorized to increase the administrative fee charged for processing and taking custody of vehicles at the Impound Lot from \$10 to \$200.

## B. RECONSIDER THE CITY’S BILLING PRACTICES FOR POLICE SERVICES PROVIDED FOR SPECIAL EVENTS

**SCS RECOMMENDATION:** The City should carefully consider whether in a time of fiscal exigency a billing practice which waives fees for police services provided for special events should be continued.

## VI. PROJECTING THE NECESSARY COMPLEMENT

## A. SWORN OFFICERS

**DELOITTE OBSERVATION:** The level of crime in Memphis is high. Indeed, as previously discussed, Memphis ranks first both in terms of the number of violent crimes committed per hundred thousand population and the number of property crimes committed per thousand population. While the department’s Blue C.R.U.S.H.TM approach to addressing crime is sound, the level of resources needed to implement Blue C.R.U.S.H.TM strategies at the patrol precinct level are inadequate. While the department should be commended for obtaining more than \$2.2 million in overtime monies to support precinct level crime reduction initiatives, this level of resources is inadequate to address both precinct level crime problems and community needs. ... *it is not reasonable to expect the department to be successful in its efforts to reduce crime unless adequate resources are available to support proactive crime reduction initiatives.* (Emphasis added.)

**DELOITTE RECOMMENDATION:** Given the high level of crime in Memphis, however, and the

relatively high number of crimes per sworn officer, a case could be made that additional capacity is needed to address this level of crime. Consequently, an alternative recommendation (that patrol officers should spend twice as much time on proactive activities than responding to calls-for-service) has also been developed. At this level of staffing, 242.9 FTEs of proactive capacity should be assigned to the patrol precincts. After applying a relief factor of 1.25 (to account for expected absences), a total of 303 "stand alone" FTEs should be assigned to the precincts to support proactive initiatives.

**PFM RECOMMENDATION:** Over the next five years, the MPD should reduce its sworn headcount by 280 officers – and replace those officers on a one for one basis with a combination of lower cost civilian clerical employees and PSTs.

**SCS RECOMMENDATION:** We believe that until redeployment and civilianization strategies can be implemented MPDs sworn complement needs to be maintained at approximately 2400 officers.

**SCS RECOMMENDATION:** The City should adopt Model 6 which reassigns officers, civilianizes positions, and conducts new Academy classes to ensure an adequate complement of sworn officers.

#### B. A CAUTIONARY TALE

**SCS OBSERVATION:** We caution policymakers and legislators about the potential negative effects on public safety that staffing reductions can have upon public safety.

#### C. COMMUNICATIONS

**PERF RECOMMENDATION:** The department should strive to fill the vacant Dispatcher/Call Taker positions.

### IV. RECOMMENDED FUTURE DIRECTIONS

#### 1. Automatic Vehicle Locators/GPS

**SCS RECOMMENDATION:** MPD should purchase and implement AVL/GPS technology for use in patrol cars.

#### 2. Annual Staffing Reviews

##### a. Participation in Task Forces

**PERF RECOMMENDATION:** The department should review the participation in task forces on an annual basis to determine if the agency is receiving value for its contributions.

##### b. Narcotics Enforcement

**PERF RECOMMENDATION** MPD should evaluate the need for the number of units dedicated to enforcing narcotics laws.

#### 3. Information Technology Strategic Plan

**SCS RECOMMENDATION:** MPD should develop a Strategic Plan for its Information Technology Division.

#### 4. New technology for Crime Analysis

**SCS RECOMMENDATION:** MPD should explore adoption of new technology for Crime Analysis

#### 5. Strategic Assessment of Real Time Crime Center

**SCS RECOMMENDATION:** MPD should conduct a strategic assessment of the value and operations of the Real Time Crime Center

**SCS RECOMMENDATION:** MPD should strive to fill vacant civilian Crime Analyst positions in the RTCC.

#### 6. MPD should Explore Strategies to Reduce 911 Hang-up Calls

**PERF OBSERVATION:** Another frequently occurring dispatch activity is 911 hang-ups. Multiple persons may call about the same event and because of the plethora of cell phones may hang-up as they see others calling. The police begin a response to each 911 call until it can be determined whether it is a duplicate, an accidental dialing, or that the police are not needed. Some 911 hang-ups may be a valid request for police service that was interrupted. For example, a domestic violence victim may begin a call but may then be forced to hang-up by the perpetrator. Consequently almost all 911 calls are dispatched while communications personnel try to determine whether the police

response needs to continue or can be cancelled.

7. *MPD should explore approaches to augment its staffing resources*

a. Expand the Reserve Officer Program

**SCS RECOMMENDATION:** MPD should strive to expand its Reserve Officer program.

b. Explore the use of volunteers

**SCS RECOMMENDATION:** MPD should explore expanding its use of citizen volunteers; potentially the Citizen's Police Academy program could serve as a fertile recruiting ground for recruitment of volunteers.

8. *Sergeants as First-line Supervisors in Uniform Patrol.*

**SCS RECOMMENDATION:** MPD should consider using Sergeants as First-line Supervisors in Uniform Patrol.

9. *On-Line Training and Modular Scheduling to deliver In-service Training.*

**SCS RECOMMENDATION:** MPD should explore increasing the use of On-Line Training and Modular Scheduling to deliver In-service Training.

10. *Creating a Command College*

**PFM RECOMMENDATION:** Establish Public Service University

**SCS RECOMMENDATION:** MPD should examine the possibility of creating a Command College to support the promotion process and enhance preparation of supervisory personnel.

11. *New technology for electronic transmission of arrest tickets and affidavits to improve prisoner processing time.*

**SCS RECOMMENDATION:** MPD in collaboration with the Shelby County Sheriff's Office should explore the availability of new technology for electronic transmission of arrest tickets and affidavits to improve prisoner processing time.

12. *Billing and reimbursement practices by General Services for services performed for MPD.*

**SCS RECOMMENDATION:** The City should re-examine billing and reimbursement practices by General Services for services performed for MPD.

13. *Consolidating Back Office Functions*

**PFM RECOMMENDATION:** Consolidate Back Office Functions for Police and Fire Divisions

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## INTRODUCTION

Strategic City Solutions (SCS) was retained by the Memphis Shelby Crime Commission at the request of Mayor AC Wharton and Police Director Toney Armstrong. We were requested to prepare a report summarizing strategies recommended for adoption by the City of Memphis and the Memphis Police Department (MPD) to increase efficiency at a lower cost while maintaining successful efforts to reduce crime. Our report discusses recommendations found in the following reports commissioned by the City of Memphis:

- Police Executive Research Forum. 2013. *Operational Assessment: Memphis Police Department* (hereinafter referred to as the “PERF Report”)
- The PFM Group. 2014. *A Strategic Fiscal and Management Plan for the City of Memphis, FY2015-FY2019* (hereinafter referred to as the PFM Report)
- Deloitte Consulting, LLP. 2007. *City of Memphis: Efficiency Study Final Report* (hereinafter referred to as the Deloitte Report)

In developing our analysis, we were able to build on work already performed by Director Armstrong and the MPD Command Staff; throughout our work Director Armstrong and the officers and employees at MPD answered our many questions and promptly provided data and information requested for preparation of this report. Using a quantitative and qualitative methodology to prepare this report, we conducted interviews and focus groups with police officials, reviewed a range of documents (in addition to the above referenced reports,) and accessed a variety of data sources to create new analytic frameworks to examine departmental staffing levels. In addition, we have relied on our familiarity with evidence-based practices that have been adopted by various police departments throughout the nation.

Our focus has been on examining strategies within two broad areas:

- strategic redeployment of manpower
- eliminating or altering functions/services

Our central findings may be summarized as follows:

- **Numerous opportunities exist for MPD to increase efficiency and become more cost effective while enhancing its capacity to continue reducing major violent and property crime. These opportunities include strategic realignment of how/where sworn officers are deployed. These strategies will require 2 to 3 years to implement.**
- **MPD's current staffing level of 2282 sworn officers is already at the level recommended in the PFM Report. However, the reduction in the MPD staffing levels has not been accompanied by implementation of strategies allowing for strategic redeployment of**

officers as foreseen in the PFM report. As a result, MPD's staffing levels are significantly below those required for performance of its current mission. Until these strategies are implemented, MPD needs to recruit new officers to maintain a staffed level of approximately 2400 sworn officers. While augmented staffing will increase costs in the short term, some of this cost will be defrayed by decreased needs for overtime funding.

- MPDs effectiveness in addressing public safety and lowering costs is jeopardized by a cumbersome and inefficient promotional process. The current process results in lowered morale, attenuated supervision, and increasing costs for overtime and out-of-rank pay. Normalizing the promotion process is a necessary strategic investment towards a more efficacious and cost-effective department; in particular, a normalized process will reduce costs for overtime and out-of-rank pay.

## I. THE NEW NORMAL

### A. The Changing Police Environment

Fiscal exigencies throughout the nation have forced police executives to reconsider staffing practices. A survey of police chiefs conducted in 2011 by the International Association of Chiefs of Police found that 94 percent of police chiefs believed they were seeing "a new reality in American policing developing." As the Director of the Department of Justice's Office of Community Policing noted in a recent edition of Community Policing Dispatch, a need for change has arisen in policing, a movement changing "delivery of police services from a mid-20th century model to a more forward-looking 21st century model." In particular, Director Melekian observed:

Police service delivery can be categorized into three tiers. The first tier, emergency response, is not going to change. Tier two is non-emergency response; where officers respond to calls after the fact, primarily to collect the information and statements necessary to produce reports. These calls, while an important service, do not require rapid response—the business has already been vandalized, the bike already stolen. Tier three deals with quality of life issues, such as crime prevention efforts or traffic management duties. They help make our communities better places to live, but they are proactive and ongoing activities.

At the same time, as PERF has noted

The demand for police officers is increasing because of the need for local police to address community policing, homeland security, and other emerging issues, such as immigration enforcement, computer crime, violence in schools, and the implications of social media. The net result is an increasing gap between the actual number of officers and both the allocation level and the total demand for officers.

In this vein, one police chief recently commented that:

Today's police chiefs have to think in terms of ensuring that every aspect of their operations contributes to their overall goals. They have to ask themselves, do I

absolutely need a narcotics unit? Do I need a mounted unit? Can we continue to deploy school resource officers? Does it make sense to cut civilian police positions instead of sworn officers? Or will I just end up having sworn officers doing the work that the civilians used to do?

As Philadelphia Police Commissioner and PERF President Chuck Ramsey recently observed, "Sometimes the cops may be doing good work, but it's not necessarily what you need them to do. People need to be on the same sheet of music."

### B. Defining the Core Mission of the Police

As a result of the changing police environment, many police executives have been referring to a "new normal" in policing that resulted from the recent economic crisis and ensuing fiscal exigencies in urban areas throughout the nation. Increasingly, as budgetary woes beset big and small cities, police executives have been trying to identify the functions and units of their departments where efficiency can be increased and cost-savings realized. In a recent report, PERF noted

...it is impossible to make judgments about where cuts will do the least damage unless you have a firm sense of how a given police department defines its mission and its purpose in the community. So budget discussions in some cases have evolved into philosophical discussions about what a given community wants from its police, and how police officers see their role in society.

These circumstances led Corpus Christi Police Chief Floyd Simpson to remark about the planning process in his department: "We will identify efficient practices, operate a lean and mobile police force, and cut those things that are not a part of our core service delivery. We will devote our time to the mission of the police department: reducing crime, reducing the fear of crime, and enhancing public safety ..."

A 2010 survey conducted by PERF revealed that police departments are relying more heavily on civilian staff members and volunteers for a greater variety of tasks. As the survey report stated:

- one in three respondents (32 percent) reported a greater reliance on civilians for desk work, for dispatch (25 percent of agencies), and for crime analysis (18 percent)
- 30 percent of agencies reported using civilians to free up officers' time
- 39 percent of survey respondents reported using volunteers to fill non-enforcement functions
- 24 percent are using volunteers to fill certain sworn functions.

The survey also identified redeployment strategies that have been implemented by departments. Selected survey results are presented below in Table 1.

Redeployment Strategy	Percent of Departments Implementing a Change
Altering shift times	44%
Changing patrol levels in defined areas	34%
Handling crime scenes processing with patrol officers	32%
No longer sending investigators immediately for	30%

certain crimes	
Alternative call handling strategies (phone or internet)	25%
Changing investigative priorities	24%
Changing response policies for calls for services	19%

**Table 1-PERF Survey Results on Police Redeployment Strategies**

In the same vein, results for a survey conducted by the Major Cities Chiefs Association (MCCA) in 2011 revealed that 25 percent of respondents had implemented service reductions as a result of budget cuts. Respondents to the MCCA survey noted the following approaches for addressing shrinking budgets:

- Seventeen percent of respondents said that their agency had stopped responding to some calls for service
- Forty-three percent stated they had increased the use of telephone reporting, along with 30 percent who had increased the use of online reporting
- Twenty-six percent stated there had been a reduction in investigations follow-ups, specifically related to property crimes, fugitive tracking, non-felony domestic assaults, financial crimes, computer crimes, narcotics, and traffic cases.

We have approached our work in this report cognizant of this “new normal” effecting the policing environment and the fiscal exigencies confronting the City of Memphis. Thus we have strived to identify areas that may provide greater efficiencies for the Memphis Police Department and opportunities for cost-savings while either enhancing public safety efforts or striving to minimize any negative impacts resulting from reductions in service delivery. We caution policy-makers and legislators, though, that these changes require time to implement and that rapid reductions in force can undermine public safety and reverse the substantial strides Memphis has made in reducing serious crime.

**SCS RECOMMENDATION:** Over the next six months, the City should implement an assessment process to define the Police Department’s core missions for the future. The process should involve city officials, city administration and City Council, the Memphis Police Department (including representatives from the Memphis Police Association), and the community.

Our recommendation stems from a cogent observation from the Office of Community-Oriented Policing Services (COPS Office), that

expectations will not be lowered just because an agency now has fewer officers, or because the budget is limited. Simply doing less while waiting for local budgets to recover to pre-2008 levels is not a viable option. Faced with a dramatic budget contraction, law enforcement leaders need to start identifying different ways to deliver police services and, perhaps more importantly, articulate what the new public safety models will look like to their communities.

Critically, the COPS Office report also notes that

As the fiscal conditions worsen and costs continue to escalate, many have articulated that America must learn how to “do more with less.” However, when it comes to public safety, scholars and practitioners have noted that this motto is simply not a viable option. Instead,

law enforcement agencies must develop ways to do things differently, and use the resources that are available in the most efficient and effective ways possible.

## II. REALLOCATING ASSETS

### A. Reassigning Functional Responsibility

#### **1. The Shelby County Sheriff's Office assumes responsibility for staffing the unit at The Med.**

**SCS RECOMMENDATION:** Within the next year, responsibility for providing custodial security for prisoners being treated at the MED should be assumed by the Shelby County Sheriff's Office.

Currently, MPD must maintain a unit at the MED to provide security for prisoners transported for treatment for illness or injury. The Shelby County Sheriff's Office will issue a booking number for prisoners admitted to the MED for treatment and accept responsibility for custodial security but declines to do so for individuals arrested and being treated at the MED but not admitted as in-patients. MPD has attempted to have this policy changed for many years but has been unsuccessful in obtaining agreement from SCSO. We believe this will require political leadership from the Mayor and the City Council.

#### **ESTIMATED IMPACT**

Officer FTE Available for Reassignment	Estimated cost of the current service level
20	\$1,330,580

#### **2. The Shelby County Sheriff's Office assumes responsibility for the Officers in Schools (OIS) program.**

**SCS RECOMMENDATION:** Within the next two to three years, the Shelby County Sheriff's office should assume responsibility for operating the Officer in the Schools (OIS) program in the Shelby County School System.

Currently, there are 24 MPD officers assigned to 24 schools in SCS. In each of these schools there is also a Shelby County Sheriff's deputy assigned. We believe that as part of the transition process following the dissolution of Memphis City Schools and the creation of the new merged district, that over the next 2 to 2 1/2 years the Shelby County Sheriff's Office should assume responsibility for operating and staffing the OIS program in the schools. This time frame will allow SCSO to (1) obtain additional funding for deputies for assignment to the schools, (2) train new deputies for SCSO's Uniform Patrol division, and (3) replace MPD officers with deputies. While we are recommending that MPD no longer be responsible for staffing the OIS program, we recognize that MPD will continue to be the primary agency responding to calls for assistance from the schools and OIS officers (whether SCSO deputies or MPD officers.) Our recommendation does NOT suggest that MPD would no longer respond to calls for service from the school system, only that MPD officers would no longer be used to staff the OIS program in SCS.

#### **ESTIMATED IMPACT**

Officer FTE Available for	Estimated costs of the current
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Reassignment	service level
24	\$1,596,696

### 3. Shelby County Schools should assume responsibility for Crossing Guards.

**DELOITTE RECOMMENDATION:** Responsibility for management and oversight of school crossing guards should be transferred to the Memphis City Schools.

**SCS RECOMMENDATION:** (We have updated the recommendation to recognize the dissolution of the Memphis City School System). Within the next fiscal year, responsibility for management and oversight of school crossing guards should be transferred to the Shelby County Schools.

Deloitte notes that:

Due to vacancies and high turnover in school crossing guards, patrol and traffic officers are regularly pulled from their duties to provide this service. On a daily basis, a list of crossing guard posts that need to be covered is sent to the emergency communication center. Dispatchers are then responsible for assigning patrol and traffic officers to cover these posts.

In addition, the report observes that:

This would allow the schools to tap into the local school community and into their pool of part-time paraprofessionals looking for additional work hours to fill these positions. In addition, paraprofessionals currently employed at the schools could be utilized to provide coverage when a crossing guard is absent or a position is vacant.

We have insufficient information to estimate a cost impact for this recommendation in regards to FTE expended by MPD to provide crossing guards services to SCS in covering crossing guard posts. We do note, that one sworn officer is assigned to the front desk at Shelby County Schools and also coordinates the Crossing Guards program.

#### ESTIMATED IMPACT

Officer FTE Available for Reassignment	Estimated costs of the current service level
1	\$66,529

### 4. Eliminate the City Hall Unit

**SCS RECOMMENDATION:** Within the next fiscal year, eliminate the City Hall Unit and have the city contract with a private security company.

At present, 8 sworn officers provide security at City Hall. We believe this function should be contracted to a private security company. While we recognize the importance of providing security at City Hall, deploying sworn officers at City Hall detracts from the department's ability to respond to calls-for-service, increases response time, and decreases services to the citizens of Memphis.

#### ESTIMATED IMPACT

Officer FTE Available for Reassignment	Estimated costs of the current service level
8	\$532,232

## B. Civilianization

**PFM RECOMMENDATION:** The City should maximize the number of sworn officers performing patrol and/or related police-specific tasks and minimize the number of sworn personnel performing administrative, back office or non-police functions. Memphis should take a series of steps to freeze the hiring of new sworn officers and increase the hiring of civilians and Police Service Technicians (PSTs).

**PERF OBSERVATION:** While the Memphis Police Department has more officers than the comparable departments, there is a difference in the amount and types of services provided by these departments. MPD can be considered a “full service” police department, as officers respond to even the most minor calls from citizens. The need for officers to respond to all calls can be managed through various call diversion programs and the civilianization of some sworn positions.

**PERF RECOMMENDATION:** The police department’s Investigations Bureau should be staffed with sufficient support personnel in order for detectives to maximize their efficiency and productivity.

**DELOITTE RECOMMENDATION:** In general, civilians should fill police department positions unless an affirmative case can be made that sworn officers are needed.... 14 positions currently assigned to sworn officers can effectively be assigned to civilians.

Deloitte in supporting its recommendation noted that:

One of the primary reasons positions should be filled by civilians unless a sworn officer is needed to perform the job is that the cost of employing sworn officers is generally much higher than the cost of employing civilians. In addition, the recruit and in-service training sworn officers receive is much more extensive than the training civilian employees receive. By contrast, most civilian employees receive much more limited training prior to beginning employment with the police department. Notwithstanding these cost savings, there are risks associated with assigning positions to civilian staff. For example, the ability to transfer civilians to other positions if they are ill suited to their current assignment is much more limited for civilians than police officers. Even more importantly, during budget cutbacks, civilian positions are much more likely to be targeted for elimination than sworn positions. From a bureaucratic rather than a management perspective, assigning all high-priority positions to sworn officers helps protect them from a budget axe. These concerns should not unduly sway decisions about which positions should be filled by civilians and which positions should be held by sworn officers. (Indeed, in the analysis that follows, these factors were not considered.) Nonetheless, decision makers need to be aware of these risks so they will be in a better position to manage them.

In the same vein, PFM observed that

As a result of an increase in sworn officers and a decrease in the number of civilians, many civilian functions – particularly administrative in nature – became the responsibility of sworn

personnel. Rather than these sworn personnel being assigned to proactive policing, responding to calls or other higher-priority jobs for sworn personnel, an increasing number of MPD's sworn employees became, in essence, more expensive versions of civilians. To the extent the City increased the number of sworn FTEs, but also increased the number of sworn FTEs performing civilian functions, the net result was an operational wash (no increased benefit of police presence or patrol) and a more expensive staff.

Importantly, Deloitte cautioned that if the department implements a civilianization process, it is critical that

The department should retain a strong commitment to employing a sufficient number of civilian employees. Many police departments go through cycles of civilianization where positions assigned to sworn officers are reassigned to civilians only to later have the civilian positions be cut during periods of fiscal belt tightening. When civilian staffing is reduced but the work performed by civilians is not eliminated, the inevitable result is that sworn officers are assigned tasks that a competent civilian employee could effectively perform. As discussed this practice increases costs and may reduce effectiveness if the sworn officers lack the skills and experience of the civilian employees who previously performed the work. Consequently, it is imperative that as the department moves forward with the systematic approach to civilianization outlined in this section, it maintains the discipline to continue to use this methodology in the future. ***The department and the city must resist the temptation to cut only civilian employees during periods of fiscal restraint.*** (Emphasis added.)

In developing our recommendations concerning civilianization we attempted whenever possible to be mindful of the methodology used by Deloitte in reaching its recommendations regarding civilianization.<sup>1</sup> The approach used by Deloitte consisted of:

The framework used to assess which positions should be filled by sworn officers and which positions should be filled by civilians assumes that an affirmative case for assigning a position to a sworn officer can be made under three conditions:

- The position requires the law enforcement powers of a sworn officer
- The skills, training, and experience of a sworn officer are needed to effectively perform the job duties
- The skills, training, and experience of a sworn officer are not required to effectively perform the job but assigning the position to a sworn officer is beneficial to citizens and/or the department and the value of these benefits outweigh the costs

When an unambiguous case for assigning a sworn officer to fill a position cannot be made, it may nonetheless be beneficial for the function to be assigned to a sworn officer. Three factors should be considered when making this determination.

- Credibility. In some cases, assigning a sworn officer to fill a position provides the credibility needed to effectively perform the position's job responsibilities. For example, while civilians could conceivably recruit sworn officers, they would

<sup>1</sup> The short-time frame governing our engagement prevented us from conducting the in-depth position reviews that had been performed by Deloitte.

likely not be effective because potential employees would want to discuss what police work is like with someone who has actually served as a police officer.

- Operational knowledge and experience. For some functions, the operational knowledge and perspective of a sworn officer is helpful in performing job duties. However, the need for operational knowledge and expertise should only provide a rationale for assigning the function to a sworn officer if the need for this knowledge and perspective is consistent and frequent and if the negative consequences that may result from not having this knowledge and perspective is sufficiently severe that the additional costs associated with assigning a sworn officer to the position are warranted.
- Leadership development. In some instances, while a sworn officer is not needed to fill a position, assigning a sworn officer to the position is helpful in developing the skills of future leaders. This rationale for assigning sworn officers to a position should be used only if the level of technical skills and professional expertise needed to perform the function are not excessive (i.e., a sworn officer rotating through the assignment on a three-year cycle 55can quickly develop the skills and expertise needed to perform the job) and if the best way to become familiar with the function or activity is by managing or performing it on a day-to-day basis.

We note at the outset that in a number of cases civilianization may not result in cost-savings but may still be a direction the department may wish to proceed after weighing the advantages and disadvantages of adopting the recommendation.

## 1. Civilianize Most of the Positions in the Sex Offender Registry

**PERF RECOMMENDATION:** The Sex Crimes/Child Abuse Bureau should work to civilianize most of the positions within the Sexual Offender Registry.

PERF notes that “[S]everal of the functions of the SOR such as meeting with and updating offenders may be performed by well-selected and trained civilians. Such a transition will enable the sworn members of the unit to perform field duties associated with those offenders not voluntarily complying with registry requirements, which can only be accomplished by a commissioned officer.” PERF reports that the Sexual Offender Registry is currently staffed by 1 Lieutenant and 3 Sergeants with an additional 3 Sergeants authorized but with the positions vacant.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officers to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings are realized through civilianization	
Civilians will develop in-depth knowledge of the position and are not subject to promotion/transfer as are sworn officers	
Enable the sworn members of the unit to perform field duties associated with those offenders not voluntarily complying with registry requirements, which can only be accomplished by a commissioned officer.	
<b>DISADVANTAGES</b>	
Sworn officer bring specialized knowledge about policing to interviewing offenders	
Officers develop experience working with sex offenders which can enhance their work in future	

assignments

Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.

Civilianization of most (4 of 6 Sergeants positions) would produce estimated asset reallocation and savings of:

#### ESTIMATED IMPACT

Action	Officer FTE Available for Reallocation	Projected costs <sup>2</sup>		Projected cost savings due to reallocation (avg "fully loaded" cost per FTE)
Reallocation of current positions	2	Projected cost of sworn (avg "fully loaded" cost per FTE)	\$133,058	\$30,400
		Projected cost of civilians (avg "fully loaded" cost per FTE)	\$102,658	
Reallocation of authorized positions	2	Projected cost of sworn (avg "fully loaded" cost per FTE)	\$266,116	\$60,800
		Projected cost of civilians (avg "fully loaded" cost per FTE)	\$205,316	

## 2. Civilianize the Crime Scene Unit

**PERF Recommendation:** The department should work toward civilianizing the CSI function: Progressive departments throughout the nation have successfully civilianized the Crime Scene Investigation function.

The PERF Report notes that “[W]ell selected and trained civilians may effectively perform all CSI functions. The department may further civilianize the supervisory and management positions within Crime Scene Investigation. Such a strategy serves to create a career path for civilians within the Memphis Police Department while providing cost saving to the department and returning valuable commissioned personnel to those tasks that require an armed and trained sworn officer.” We note that civilianization in this instance may not produce cost-savings. Further, a number of the positions will be at the highest salary level due to supervisory needs.

**DELOITTE RECOMMENDATION:** Positions currently assigned to sworn officers in Crime Scene can effectively be assigned to civilians: Major – Crime Scene Investigations; Lieutenant – Crime Scene Investigations; Sergeant – Crime Scene Investigations; Officer – Crime Scene Investigations; Officer – Office Manager – Crime Scene Investigations.

<sup>2</sup> FTE “fully loaded” costs are drawn from the PFM Report.

Deloitte does note that “The assignment of civilians to perform crime scene investigative functions should be phased in over time. Care should be taken not to lose the experience of existing officers – particularly as it relates to testifying in court and performing other duties with which new civilian employees will have little experience – as the process of assigning crime scene investigative duties to civilians proceeds.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION <sup>3</sup>	
<b>ADVANTAGES</b>	
Reassigns officers to enforcement duties (for example, reassignment to Uniform Patrol)	
Creates a career path for civilians within the Memphis Police Department	
Provides continuity in the position since civilian CSIs are not subject to promotion/transfer to other units as are sworn officers	
Allows for specialization within the CSI Unit	
Civilian CSIs have scientific and technical training generally not possessed by sworn officers	
May result in cost savings depending on salary levels	
<b>DISADVANTAGES</b>	
Sworn officer bring specialized knowledge about policing to the evidence collection process	
Civilian CSIs generally have minimal investigative experience	
Civilian CSIs may lack the “global” view necessary for effective investigations	
Officers develop experience working with crime scenes which can enhance their work in future assignments	
May result in increased cost depending on salary	
May be difficult to retain employees because of projected future demand in the field	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.	

<sup>3</sup> Material for this discussion was drawn from James, Stuart H., Jon J. Norberg, and Suzanne Bell. 2014. *Forensic Science: An Introduction to Scientific and Investigative Technology*, 4<sup>th</sup> ed. CRC Press: Boca Raton, FL.

**ESTIMATED IMPACT**

Action	Officer FTE Available for Reallocation	Projected costs <sup>4</sup>	Projected savings/ <b>cost</b> due to reallocation (avg “fully loaded” cost per FTE)
Reallocation of current positions	36	Projected cost of sworn (avg “fully loaded” cost per FTE)	\$66,529
		Projected cost of civilian CSI <sup>5</sup>	
		25% level: salary: \$40,470; fully loaded FTE cost: \$51,300	\$548,252
		50% (median) level: salary: \$52,880; fully loaded FTE cost: \$66,980	(-\$16,235)
		75% level: salary: \$68,290; fully loaded FTE cost: \$86,564	(-\$721,275)
Reallocation of authorized positions	40	Projected cost of civilian CSI	
		25% level: salary: \$40,470; fully loaded FTE cost: \$51,300	\$609,169
		50% (median) level: salary: \$52,880; fully loaded FTE cost: \$66,980	(-\$18,039)
		75% level: salary: \$68,290; fully loaded FTE cost: \$86,564	(-\$801,416)

**3. Civilianize the position in the Grants Office**

**PERF RECOMMENDATION:** No staffing changes are recommended.

**SCS RECOMMENDATION:** The position in the Grants Office should be civilianized.

Discussions with MPD reveal no legal or operational requirements for this position to be filled by a sworn officer.

<sup>4</sup> Data was drawn from the Bureau of labor Statistics. Percentile levels are wage estimates below which a certain percentage of workers fall. The median wage is the 50<sup>th</sup> percentile wage estimate- 50 percent of workers earn less than the median and 50 percent of workers earn more than the median.

<sup>5</sup> The “fully loaded” cost of the employee is estimated from the PFM reports figures on benefits/taxes for civilian workers at MPD.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officer to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings are realized through civilianization	
A Civilian will develop in-depth knowledge of the position and is not subject to promotion/transfer as are sworn officers	
<b>DISADVANTAGES</b>	
Sworn officer bring specialized knowledge about policing which is important in crafting strong and successful grant proposals	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if a sworn officer replacing the civilian employee lack the skills and experience of the civilian employee who previously performed the work.	

**ESTIMATED IMPACT**

Action	Officer FTE Available for Reallocation	Projected costs		Projected cost savings due to reallocation (avg “fully loaded” cost per FTE)
Reallocation of current positions	1	Projected cost of sworn (avg “fully loaded” cost per FTE)	\$66,529	\$15,200
		Projected cost of civilians (avg “fully loaded” cost per FTE)	\$51,329	

**4. Civilianize the position in the Legal Office**

**PERF RECOMMENDATION:** No staffing changes are recommended.

**SCS RECOMMENDATION:** The position in the Legal Office should be civilianized.

The PER Report notes that the “Legal Liaison function is to manage lawsuits against the city related to the police department. The legal liaison also works with property and evidence custodians in determining when property can be released.” Discussions with MPD reveal no legal or operational requirements for this position to be filled by a sworn officer. We believe the position could be filled by a paralegal. We note that civilianization in this instance may not produce cost-savings.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officer to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings are realized through civilianization	
A paralegal will have more knowledge and/or skills related to managing civil lawsuits	
<b>DISADVANTAGES</b>	
A sworn officer will have specialized knowledge and experience which can be of assistance in managing lawsuits related to the police department.	
A sworn officer will have the knowledge and experience to appropriately determine when property can be released by property and evidence custodians not possessed by a civilian	
Paralegals may leave for higher compensation in the private sector	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.	

**ESTIMATED IMPACT**

Action	Officer FTE Available for Reallocation	Projected costs <sup>6</sup>	Projected savings/ <sup>cost</sup> due to reallocation (avg “fully loaded” cost per FTE)
Reallocation of current positions	1	Projected cost of sworn (avg “fully loaded” cost per FTE)	\$66,529
		Projected cost of civilian paralegal <sup>7</sup>	
		25% level: salary: \$36,460; fully loaded FTE cost: \$46,217	\$20,312
		50% (median) level: salary: \$56,990; fully loaded FTE cost: \$72,241	(-\$5,712)
		75% level: salary: \$60,340; fully loaded FTE cost: \$76,457	(-\$9,958)

**5. Civilianize the position in the Health and Safety Office**

**SCS RECOMMENDATION:** The position in the Health and Safety Office should be civilianized.

Examination of the PERF report reveals that the position was previously staffed by a civilian. Discussions with MPD reveal no legal or operational requirements for this position to be filled by a sworn officer. We believe the position could be filled by a civilian..

<sup>6</sup> Data was drawn from the Bureau of labor Statistics. Percentile levels are wage estimates below which a certain percentage of workers fall. The median wage is the 50<sup>th</sup> percentile wage estimate- 50 percent of workers earn less than the median and 50 percent of workers earn more than the median.

<sup>7</sup> The “fully loaded” cost of the employee is estimated from the PFM reports figures on benefits/taxes for civilian workers at MPD.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officer to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings are realized through civilianization	
Civilians will develop in-depth knowledge of the position and are not subject to promotion/transfer as are sworn officers	
<b>DISADVANTAGES</b>	
A sworn officer may have better insights in health and safety issues than a civilian employee	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.	

**ESTIMATED IMPACT**

Action	Officer FTE Available for Reallocation	Projected costs		Projected cost savings due to reallocation (avg "fully loaded" cost per FTE)
Reallocation of current positions	1	Projected cost of sworn (avg "fully loaded" cost per FTE)	\$66,529	\$15,200
		Projected cost of civilians (avg "fully loaded" cost per FTE)	\$51,329	

**6. Use Reserve Officers/ Retired Officers in the Background Unit**

**SCS RECOMMENDATION:** MPD should explore using Reserve Officers and/or contracting with Retired Officers to either staff or reduce staffing in the Background Unit.

Discussions with MPD reveal that retired officers were previously used to staff the background Unit.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officer to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings are realized through use of Reserves and/or contracts with retired officers	
<b>DISADVANTAGES</b>	
An insufficient number of retired officers or Reserves may be available to perform the jobs	

We have insufficient information to project a cost impact for this recommendation. We do believe the recommendation has significant merit in potentially reducing costs and making officers available for reassignment.

**7. Civilianize Research and Development**

**PERF RECOMMENDATION:** The Research and Development Unit should be civilianized, over time.

The PERF Report notes that the “[U]nit is staffed by only sworn personnel. The tasks being performed by the unit can be performed by civilians. While the officers performing these duties may be doing their jobs well, civilians with more specialized training in these areas may be employed at lower cost.”

**DELOITTE RECOMMENDATION: Positions currently assigned to sworn officers in Research and Development can effectively be assigned to civilians: Lieutenant – Research and Development – Capital Improvements; Sergeant – Research and Development; Lieutenant – Military Liaison – Research and Development**

Deloitte notes that as with: “the accreditation unit, a mix of sworn and civilian staff should be assigned to the research and development unit. In addition, the department should conduct market analysis to determine the salary implications of civilianizing any research and development positions.”

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
ADVANTAGES	
Reassigns officers to enforcement duties (for example, reassignment to Uniform Patrol)	
Creates a career path for civilians within the Memphis Police Department	
Provides continuity in the position since civilians are not subject to promotion/transfer to other units as are sworn officers	
Allows for specialization within Research and Development	
Civilians have scientific and technical training generally not possessed by sworn officers	
May result in cost savings depending on salary levels	
DISADVANTAGES	
A sworn officer may have better insights into law enforcement issues than a civilian employee	
Officers develop experience working in research and development which can enhance their work in future assignments	
May result in increased cost depending on salary	
May be difficult to retain employees because of projected future demand in the field	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.	

**ESTIMATED IMPACT**

Action	Officer FTE Available for Reallocation	Projected costs <sup>8</sup>	Projected savings/ <b>cost</b> due to reallocation (avg “fully loaded” cost per FTE)
Reallocation of current positions	4	Projected cost of sworn (avg “fully loaded” cost per FTE)	\$66,529
		Projected cost of civilian researcher <sup>9</sup>	
		25% level: salary: \$28,760; fully loaded FTE cost: \$36,456	\$120,291
		50% (median) level: salary: \$38,000; fully loaded FTE cost: \$48,169	\$73,441
		75% level: salary: \$49,720; fully loaded FTE cost: \$63,845	\$14,016
		Memphis, TN-MS-AR Median Salary: \$55,100; fully loaded FTE cost \$69,845	(-\$13,263)

**8. Use Reserve Officers/Retired Officers in the Quality Assurance Unit**

**PERF RECOMMENDATION:** There are 6 sergeants temporarily assigned to the unit to review a backlog of officer memos to determine if they should have been documented in crime reports. Once the backlog is cleared the department will need to reassess staffing in this unit. The authorized strength of one lieutenant may be too low to prevent future backlogs.

**SCS RECOMMENDATION:** MPD should explore whether Reserve Officers and/or retired officers under contract could be used to staff the Quality Assurance Unit.

Unlike active investigations, we believe review of reports for accuracy is not as time sensitive. Therefore, it may be possible to utilize Reserve officers and/or retired officers to staff the QAU with flexible scheduling.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officer to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings may be realized through civilianization	
<b>DISADVANTAGES</b>	
An insufficient number of retired officers or Reserves may be available to perform the jobs	

<sup>8</sup> Data was drawn from the Bureau of labor Statistics for the job title “Social Scientist Research Assistant.” Percentile levels are wage estimates below which a certain percentage of workers fall. The median wage is the 50<sup>th</sup> percentile wage estimate- 50 percent of workers earn less than the median and 50 percent of workers earn more than the median.

<sup>9</sup> The “fully loaded” cost of the employee is estimated from the PFM reports figures on benefits/taxes for civilian workers at MPD.

We have insufficient information to project a cost impact for this recommendation. We do believe the recommendation has significant merit in potentially making sworn officers available for reassignment.

## 9. Civilianize 2 positions in Accreditation

**DELOITTE RECOMMENDATION:** Officer currently assigned to Accreditation can effectively be assigned to a civilian.

**DELOITTE OBSERVATION:** Please note that not all accreditation officer positions should be civilianized and that a mix of sworn and civilian staff should be assigned to the accreditation unit. At a minimum, however, one position should be civilianized to provide administrative and clerical support to the unit. Over time, the department should assess whether civilians can fill additional sworn officer positions.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officers to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings may be realized through civilianization	
Provides continuity in the position since civilians are not subject to promotion/transfer to other units as are sworn officers	
<b>DISADVANTAGES</b>	
A sworn officer may have better insights into law enforcement accreditation issues than a civilian employee	
Officers develop experience working in accreditation which can enhance their work in future assignments	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.	

## ESTIMATED IMPACT

Action	Officer FTE Available for Reallocation	Projected costs <sup>10</sup>		Projected cost savings due to reallocation (avg “fully loaded” cost per FTE)
Reallocation of current positions	2	Projected cost of sworn (avg “fully loaded” cost per FTE)	\$133,058	\$30,400
		Projected cost of civilians (avg “fully loaded” cost per FTE)	\$102,658	

## 10. Civilianize “Bookman” positions in the Investigative Bureaus

**DELOITTE RECOMMENDATION:** While booking officers in some units – most notably homicide and domestic violence – are assigned cases to handle, in most units the booking officer position represents an ineffective use of sworn resources.

<sup>10</sup> FTE “fully loaded” costs are drawn from the PFM Report.

In its report, Deloitte determined that

Booking officers not only assign cases to investigators but also spend a large portion of their time performing data entry functions. Specifically, they track all case assignments and enter data related to the status of assigned cases into the records system. In addition, booking officers complete a variety of administrative functions to support bureau and unit lieutenants.

The finding led Deloitte to observe that

Booking officer positions should therefore be eliminated and replaced with administrative assistant positions. One administrative assistant position should be assigned to each investigative bureau or unit and should provide support to lieutenants in tracking case assignments and the status of assigned cases. In addition, they should perform other administrative duties to free the time of lieutenants – who reportedly currently get bogged down in paperwork – to focus on important activities relating to the management and supervision of the investigative units. In particular, as noted, lieutenants should handle the important job of assigning cases. These administrative assistants can also provide additional clerical support to investigators in each bureau or unit.

**PERF RECOMMENDATION: The department should establish a new Police Investigative Aide (PIA) position within each bureau of Investigative Services:**

According to the PERF Report

This position should be used to perform the administrative and routine work of investigators. The purpose of this highly specialized and trained position is to do the initial workup of the case and coordinate with the assigned investigator throughout the investigation. In this manner, sergeants may spend their time following leads, interviewing witnesses, canvassing neighborhoods and serving warrants rather than performing administrative and clerical activities.

In addition, PERF notes that

When staffed correctly within an investigative environment, these employees provide investigators with the time they need to conduct interviews, follow up on leads, arrest suspects, and prepare cases for the successful prosecution of defendants. In some progressive departments, civilian investigative aides or civilian investigators assist investigators with case follow-up, including computer and telephone research, contacting complainants and witnesses, and any other “office-based” duties not requiring sworn status. Strategically integrated into the workforce, such positions may also present the opportunity to decrease the number of sworn personnel necessary to perform the same level of work, or to increase the percentage of cases that are successfully closed.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Allows investigators to perform those functions only sworn officers can do	
Improves efficiency in the Bureaus	
Allows for creation of a career track for civilians within MPD	
Decreases the administrative and clerical burden imposed on investigators	
<b>DISADVANTAGES</b>	
Requires an increase in funding for MPD	

We have insufficient information to project a cost impact for this recommendation. We do believe the recommendation has significant merit in freeing up investigators from administrative and clerical responsibilities.

## 11. Civilianize 1 position in the Public Information Office

**PERF RECOMMENDATION:** The department should consider civilianizing one of the media positions.

The PERF report notes: “[O]ther police departments have had success in hiring a civilian Public Information Officer (PIO). The position should be filled by a media practitioner that has both on-camera and print experience.”

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officer to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings may be realized through civilianization	
A civilian may have more knowledge and/or skills related to public relations and is not subject to promotion/transfer as are sworn officers	
A civilian may not be subject to payment for overtime	
<b>DISADVANTAGES</b>	
A sworn officer may have a greater understanding of issues in public information releases	
A sworn officer may have a greater understanding of confidentiality issues surrounding release of information	
A sworn officer may have greater credibility with the public and media when commenting on law enforcement matters	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.	

**ESTIMATED IMPACT**

Action	Officer FTE Available for Reallocation	Projected costs <sup>11</sup>	Projected savings/ <b>cost</b> due to reallocation (avg “fully loaded” cost per FTE)
Reallocation of current positions	1	Projected cost of sworn (avg “fully loaded” cost per FTE)	\$66,529
		Projected cost of civilian PIO <sup>12</sup>	
		25% level: salary: \$40,080; fully loaded FTE cost: \$50,805	\$15,724
		50% (median) level: salary: \$54,170; fully loaded FTE cost: \$68,666	(-\$2,137)
		75% level: salary: \$74,110; fully loaded FTE cost: \$93,942	(-\$27,413)

**12. Use Reserve Officers or Retired Officers to Investigate Minor Offenses**

**SCS RECOMMENDATION:** MPD should explore the use of retired or Reserve officers to conduct follow-up investigations for minor offense reports, particularly those involving contact only.

Focus group discussions with MPD Commanders elicited a recommendation that retired officers hired under contracts or Reserve officers could be used to follow-up reports concerning minor offenses. We note that PERF estimates that approximately 13,594 property crime cases could be classified as “Contact Only” – e.g., cases “that result in no follow-up or in simply re-contacting the Victim.” While we are not in a position to estimate cost savings or the FTE that could be defrayed, we believe the suggestion should be explored by MPD since it may result in full-time investigators have additional time to pursue more extensive investigations in serious cases.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Will allow full-time investigators have additional time to pursue more extensive investigations in serious cases.	
May allow reassigning officers to enforcement duties (for example, reassignment to Uniform Patrol)	
Cost savings may be realized through civilianization	
<b>DISADVANTAGES</b>	
Part-time officers may not be aware of evolving crime patterns or potential connections between minor offenses and suspects and serious crimes.	
An insufficient number of retired officers or Reserves may be available to perform the jobs	

<sup>11</sup> Data was drawn from the Bureau of Labor Statistics. Unfortunately, no specific job classification was available for police PIO in the BLS database; as a result, our analysis is based on the “Public Relations Specialist” job classification. However, a web search of job postings in police departments revealed that the salary levels described by BLS were fairly comparable to those listed in job postings. Percentile levels are wage estimates below which a certain percentage of workers fall. The median wage is the 50<sup>th</sup> percentile wage estimate- 50 percent of workers earn less than the median and 50 percent of workers earn more than the median.

<sup>12</sup> The “fully loaded” cost of the employee is estimated from the PFM reports figures on benefits/taxes for civilian workers at MPD.

We have insufficient information to project a cost impact for this recommendation. We do believe the recommendation has significant merit in freeing up investigators to concentrate on more fruitful investigations. An example of such an approach is: "In San Francisco, the police department unveiled a test program last year [2010] that uses civilian investigators to respond to nonviolent crimes. They interview victims and witnesses, write reports, take crime scene photos, and collect fingerprint and DNA evidence"<sup>13</sup>

### 13. Civilianize the Equipment Officer positions currently filled by sworn personnel.

**SCS RECOMMENDATION:** All sworn personnel acting as Equipment officers in the precincts and the Traffic Bureau should be replaced by civilian Inventory Control Clerks.

Currently, there are 11 civilian Inventory Control Clerks and 17 sworn Equipment Officers in the precincts and 1 officer functioning as an Equipment Officer in the Traffic Bureau. It is clear these position can be filled by a civilian.

#### ESTIMATED IMPACT

Action	Officer FTE Available for Reallocation	Projected costs <sup>14</sup>		Projected cost savings due to reallocation (avg "fully loaded" cost per FTE)
Reallocation of current positions	18	Projected cost of sworn (avg "fully loaded" cost per FTE)	\$1,197,522	\$273,600
		Projected cost of civilians (avg "fully loaded" cost per FTE)	\$923,922	

### 14. Civilianize positions in the Real Time Crime Center

**PERF OBSERVATION:** It is difficult to assess the staffing needs of the RTCC. While it clearly enhances the operation of the MPD, it is difficult to determine how much value it adds....The question of how the RTCC should be staffed, and the appropriate mix of sworn and civilian positions is related to the role the Center plays in supporting the mission of the police department.

Later in this report we recommend that MPD undertake a strategic assessment to examine the value and operations of the RTCC. Absent such an assessment we are unable to provide an accurate estimate of the impact of civilianization of current positions filled by sworn officers. We do, however, provide a "POSSIBLE IMPACT" analysis based on civilianization. We do note that officers assigned to the RTCC perform some duties that can only be done by a sworn officer; for example, reviewing tickets from red light cameras and answering CrimeStoppers tip lines. These duties would have to be reassigned to other officers if the officer positions in the RTCC are civilianized. We do not take these reassignments into account in our analysis.

<sup>13</sup> Fenton, John 2011 "Police reports will be taken over phone in city pilot program" The Baltimore Sun August 16. The article can be accessed at [http://articles.baltimoresun.com/2011-08-16/news/bs-md-cipolice-report-pilot-20110816\\_1\\_crimes-largest-police-district-northeast-baltimore](http://articles.baltimoresun.com/2011-08-16/news/bs-md-cipolice-report-pilot-20110816_1_crimes-largest-police-district-northeast-baltimore).

<sup>14</sup> FTE "fully loaded" costs are drawn from the PFM Report.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Reassigns officers to enforcement duties (for example, reassignment to Uniform Patrol)	
Creates a career path for civilians within the Memphis Police Department	
Provides continuity in the position since civilian analysts are not subject to promotion/transfer to other units as are sworn officers	
Civilians have scientific and technical training generally not possessed by sworn officers	
May result in cost savings depending on salary levels	
<b>DISADVANTAGES</b>	
Sworn officer bring specialized knowledge about policing to the analytic process	
May not result in cost savings depending on salary levels and the need to assign other officers to perform duties currently done at the RTCC	
Officers develop experience working with analytics which can enhance their work in future assignments	
May result in increased cost depending on salary levels	
May be difficult to retain employees because of projected future demand in the field	
Future budget cuts reducing the civilian workforce may increase costs and may reduce effectiveness if sworn officers replacing the civilian employees lack the skills and experience of the civilian employees who previously performed the work.	

**POSSIBLE IMPACT**

Action	Officer FTE Available for Reallocation	Projected costs <sup>15</sup>	Projected savings/cost due to reallocation (avg “fully loaded” cost per FTE)
Reallocation of current positions	13	Projected cost of sworn (avg “fully loaded” cost per FTE)	\$66,529
		Projected cost of civilian researcher <sup>16</sup>	
		25% level: salary: \$28,760; fully loaded FTE cost: \$36,456	\$390,947
		50% (median) level: salary: \$38,000; fully loaded FTE cost: \$48,169	\$238,683
		75% level: salary: \$49,720; fully loaded FTE cost: \$63,845	\$45,551
		Memphis, TN-MS-AR Median Salary: \$55,100; fully loaded FTE cost \$69,845	(-\$907,982)

**15. Civilianize all positions in Information Technology**

**PERF RECOMMENDATION:** A civilian position of Information Technology Manager should be

<sup>15</sup> Data was drawn from the Bureau of labor Statistics for the job title “Social Scientist Research Assistant.” Percentile levels are wage estimates below which a certain percentage of workers fall. The median wage is the 50<sup>th</sup> percentile wage estimate- 50 percent of workers earn less than the median and 50 percent of workers earn more than the median.

<sup>16</sup> The “fully loaded” cost of the employee is estimated from the PFM reports figures on benefits/taxes for civilian workers at MPD.

**created, and that manager should report to a command level officer. All sworn positions in Information Systems should be replaced incrementally with civilians.**

**SCS RECOMMENDATION: MPD should conduct a position analysis in the next six months to determine comparable salaries for civilians who would perform IT functions currently done by sworn officers. The position analysis should determine (1) if a cost savings would occur by replacing sworn officers with civilians and (2) weigh advantages and disadvantages in making a change.**

PERF notes that

Over 60% of Information Systems staff is sworn officers, performing a function that is staffed by civilians in many police departments. Civilian personnel have more specialized information technology training and are not subject to moving elsewhere in the department. The replacement increment should be designed so that institutional knowledge is not lost.

We suggest that it may not be cost effective for MPD to replace the sworn officers currently performing IT functions. It has been our experience that IT salaries are generally higher than those paid to sworn officers

### **III. Changing the Shift Schedule**

**DELOITTE RECOMMENDATION: This analysis revealed that a 7:00 a.m. to 3:00 p.m., 3:00 p.m. to 11:00 p.m., and 11:00 p.m. to 7:00 a.m. schedule is the most cost effective of the three scheduling approaches that were evaluated. Indeed, the current scheduling model and the ten-hour shift model that was evaluated both require about 70 more personnel to meet call response workload requirements than the recommended scheduling approach.**

**SCS RECOMMENDATION: A consultant should be retained to conduct an analysis to determine FTE savings that might be obtained from changing the MPD shift schedule.**

We believe the Deloitte report makes a compelling case for MPD to reconsider its current shift structure. However, we note that MPD has recently redrawn its precinct and ward boundaries to equalize the distribution of calls for service and crime volumes among the precincts and we are unable to project what impact, if any, the new precinct and ward structure might have on Deloitte's recommendation. Deloitte utilized a sophisticated logistics analysis, including queuing analysis and linear programming, to determine the optimal shift schedule; application of such methodology is beyond the analytic capacity generally available in police departments. We recommend the City retain a logistics consultant, possibly Deloitte<sup>17</sup>, for a targeted, short-term engagement to analyze the MPD shift schedule and determine if changing the shift schedule would in current conditions either (a) reduce the need for patrol personnel assigned to Uniform Patrol or (b) increase the time available for officers to engage in pro-active policing and community policing and problem-solving activities.

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<sup>17</sup> We note that SCS has neither personal or business relationships with Deloitte Consulting.

## IV. REDUCING THE BURDEN

Our approach in this section has been to develop recommendations we believe will enable MPD to enhance its efforts at successful crime reduction by allowing patrol officers to rebalance workload between answering calls for service and proactive/community policing. PERF noted in its report that

MPD can be considered a “full service” police department, as officers respond to even the most minor calls from citizens. The need for officers to respond to all calls can be managed through various call diversion programs ...

While we recognize PERF’s admonition that “[T]here are no universally accepted standards for how much patrol time should be consumed by calls for service,” we strongly believe the current “full-service” model being used by MPD inhibits the department’s capacity to expand pro-active and community policing strategies. Moreover, we believe the current service delivery model is not sustainable in the long run. Revising the way MPD responds to false alarms, non-injury traffic accidents, minor offenses, and “loose dog” calls for service, we suggest will allow, as PERF noted in a similar context, MPD

to conduct (and possibly expand) proactive policing through officer initiated actions such as vehicle stops. Additionally, there would be sufficient time available to expand problem solving activities and community engagement.

**We estimate that the department’s current response model for false alarms, non-injury traffic accidents, minor offenses, and “loose dog” calls for service consumes the equivalent of 74.4 officer FTE (efforts that could be dedicated to pro-active policing to reduce serious crime and enhance public safety and community conditions) at an estimated delivery cost of \$4,946,653.**

We stress that reducing the Calls for Service burden on the department will NOT result in immediate cost savings or reduce sworn officer staffing levels. Changing the manner in which MPD responds to certain types of calls does NOT affect the minimum staffing levels required within precincts - these activities are spread out among all of the officers in a precinct; in other words, for example, there is no false alarm unit that can be eliminated, functionally reassigned or civilianized. It may be possible that over time the need for overtime funding for pro-active policing efforts may be reduced as officers are able to re-balance their patrol activities to allow for increased attention to pro-active and community policing. Furthermore, after a few years, when MPD has conducted its next precinct and ward geographic alignment study<sup>18</sup>, it may (again we stress there is no certainty in this proposition) be possible to reduce the number of officers required in Uniform Patrol given call loads and crime patterns. We make these recommendations to enhance the department’s ability to effectively use its patrol resources to reduce serious crime and improve public safety in the city.

### A. REDUCING FALSE ALARMS

**PERF OBSERVATION: Jurisdictions that have reduced alarm calls have either levied heavier fines sooner or required alarm companies to verify the validity of the alarm before the police are summoned.**

Furthermore, PERF notes

<sup>18</sup> Such an analysis should be conducted every three to five years.

The high number of burglar alarms would seem to indicate that city's alarm ordinance may not be having much of an effect in reining in false alarm calls. According to the Memphis alarm ordinance, false alarms are penalized with increasing severity according to the number of times a false alarm is dispatched in a 12-month period. The first four false alarm dispatches do not incur a financial penalty. The first two merely result in an on-site written notice. The third false alarm dispatch results in a warning letter (in addition to the on-site notice), while the fourth results in a mandatory alarm-users class in addition to the third alarm notifications. After this, alarm users incur financial penalties, specifically a \$25 fine. The fifth false alarm dispatch results in an onsite written notice, a third warning letter, and a fine. The sixth violation results in an on-site written notice, an alarm inspection, a certified inspection letter from the user's alarm company, and a fine. The seventh violation results in an on-site written notice, a fine, and civil damages. False alarm dispatches in excess of seven during a 12-month period result in an on-site written notice, a fine, civil damages, and possible revocation of the user's alarm permit. In addition, future alarms may be considered false in nature and will require additional confirmation prior to a response.

**PFM RECOMMENDATION:****PS07. Increase False Alarm Fees**

**"With false calls responsible for one out of every ten calls to the MFD, the City needs to create a false alarm fee program to both generate revenue and deter false calls. Memphis has a false alarm ordinance, but it only applies to MPD response to burglar alarms. Under the current alarm ordinance, there is no penalty for the first four false alarms; fines then are capped at \$25 per false alarm. MPD's recent PERF report suggests that the high number of burglar alarms may indicate that the City's alarm ordinance is not having an effect in minimizing false alarm calls – which account for a sizeable percentage of all alarm calls."**

**"The City should enact an ordinance decreasing the number of false alarms before receiving a fine. Additionally, the City should create a false alarm fine system for false fire alarms. Fees should be set at a level closer to the actual cost of responding to false calls based on an hourly cost for personnel and equipment."**

We agree with the PFM recommendation but believe it is insufficient to adequately address the problem of false alarms confronting MPD. We recommend a multi-dimensional strategy to reduce the burden false alarms are imposing upon MPD. We note that the Memphis Shelby Crime Commission's Update on Best Practice Report #3 reached three main conclusions:

- False burglar alarms have not been reduced since the introduction of the Metro Alarm Office. The Crime Commission estimates that the MPD incurs several million dollars expense annually as a result of false alarms.
- The Metro Alarm Office has failed to develop an accurate database of alarm users, and has failed to develop an accurate list of households and businesses with false alarms. Without these lists, there is no viable purpose for this office.
- That the City and County alarm ordinances are too weak to deter false alarms is a continuing problem. State law limits the extent to which local jurisdictions may

impose fines for false alarms. The local alarm ordinances must be strengthened.

In addition, the Report recommended:

- Either: 1) re-organize the Metro Alarm Office, or 2) close it.

If the Metro Alarm office is to remain open:

- An accurate database that can be understood and accessed by Metro Alarm Office staff must be developed in order to track alarm permits and false alarm data.
- Every false burglar alarm must be documented as a warning or citation.
- Communication between the Metro Alarm Office, the MPD, and the SCSO needs to be accomplished in real-time to identify alarm users and repeat alarm locations. The current practice of “post alarm” communication results in under-counting of false alarms.
- The Metro Alarm office must enhance its educational function since State law limits the extent to which fines may be imposed.

**SCS RECOMMENDATION: The City should adopt a multi-dimensional strategy to reduce the burden false alarms are imposing upon MPD.**

SCS recommends adoption of a multi-dimensional strategy to reduce false alarms. We note that the strategy is grounded in an evolving paradigm that many “problems and tasks fall to the police through the default of others: from gaps in government services, to the abandonment of responsibility by private citizens, corporations, and other organizations.”<sup>19</sup> Increasingly, through ideas rooted in what is becoming known as “third party” policing, police organizations are seeking to identify approaches to either persuade or coerce others to share responsibility for addressing crime and disorder problems.

It is also important to recognize that the problem of false alarms is not rooted in a small group of chronic abusers. Analysis conducted in Salem, Oregon<sup>20</sup>; Arlington, Texas<sup>21</sup>; and Seattle, Washington<sup>22</sup> found that 60 – 80% of the alarm activations occurred at premises having one or two false alarms a year.

The elements of this strategy, drawn and adapted from Rana Sampson. 2011. False Burglar Alarms, 2<sup>nd</sup> Ed. (Problem Oriented Guide for Police, No. 5, Center for Problem Oriented Policing and U.S. Department of Justice COPS Office)<sup>23</sup> include:

**1. Adopt verified response: require alarm companies to verify alarm legitimacy before calling the police.**

Verified Response requires alarm monitoring companies *prior to notifying the police* to verify the legitimacy of burglar alarms. Verified response typically involves visual on-scene verification of a break-in; generally verification is conducted by private security personnel traveling to the location, assessing

<sup>19</sup> Scott, Michael S. and Herman Goldstein. 2005. Shifting and Sharing Responsibility for Public Safety Problems. (Response Guide No. 3, Center for Problem Oriented Policing and U.S. Department of Justice COPS Office) which can be accessed at <http://www.popcenter.org/Responses/pdfs/shiftingsharing.pdf>.

<sup>20</sup> Salem Oregon Burglar Alarm Taskforce (2003). “Report to Salem Mayor and City Council.”

<sup>21</sup> White, Jennifer. (2002). “False Alarm Paper to Arlington Mayor and City Council.”

<sup>22</sup> Garnica, Detective. (2004). “Percentage of alarms on first and second alarm signals.”

<sup>23</sup> The publication can be accessed at: [http://www.popcenter.org/problems/pdfs/false\\_alarms\\_2nded.pdf](http://www.popcenter.org/problems/pdfs/false_alarms_2nded.pdf)

the situation, and when necessary, contacting the police. Verification may also be established by remote video surveillance. An alternative to on-scene verification is the use of audio intrusion detection technology; however, as the Sampson report notes:

- Audio intrusion detection technology is not nearly as effective as visual on-scene or video verification at this point.
- The Sampson Report notes limitations to the use of audio intrusion technology: "Several cities in the United States, including Fremont (California), Salt Lake City, and Burien (Washington), have also examined audio verification versus visual/video verification and found significant false alarm rates for audio monitoring. The Fremont Police Department (2006) found a 96 percent false rate with audio monitoring in an analysis of one year's worth of audio alarms. The Salt Lake City Police Department (2006) found an 82 percent false rate on audio monitoring over several years, although the number of audio alarms calls was modest. The Burien Police Department (2006) found a 92 percent false rate on audio alarms in its review of nearly seven years of audio calls that were made from the unincorporated areas of King County, Washington, and 13 contract cities in King County."

The Sampson report found that cities "adopting verified response have found enormous decreases in the number of alarm calls, typically around 90 percent, which improves police response times to other types of calls." According to Sampson,

In 2000, Salt Lake City, Utah, adopted verified response using visual verification. By significantly reducing the number of calls to which officers needed to respond, the Salt Lake City Police Department gained an equivalent of five full-time officers, decreased the workload of call-takers and dispatchers, and decreased the response time to other calls for service. Area alarm industry representatives cited increased revenues (as a result of the service charge applied for verification) and similar sales levels to those before the verified response policy.

Dr. Simon Hakim, Professor of Economics at Temple University, one of the leading experts in the country, having studied the issue of false alarms for the past ten years, says

Reducing the government monopoly as alarm response provider would result in more competition, would lower cost to society, improve quality of service, and reduce the government bureaucracy of managing the alarm unit. This solution will entail public provision of the public good aspect of alarm response and private provision of the private good aspect of false alarm response. Response to false alarm activations is a nuisance and a waste of at least ten percent of local police budgets. Police Chiefs have been complaining about the problem of false alarms for many years. A variety of alarm industry and public policy initiative solutions have been tried and shown to have been largely unsuccessful.

The effectiveness of Verified Response is demonstrated by an analysis performed by the Salt Lake Police Department which adopted Verified Response in 2000:

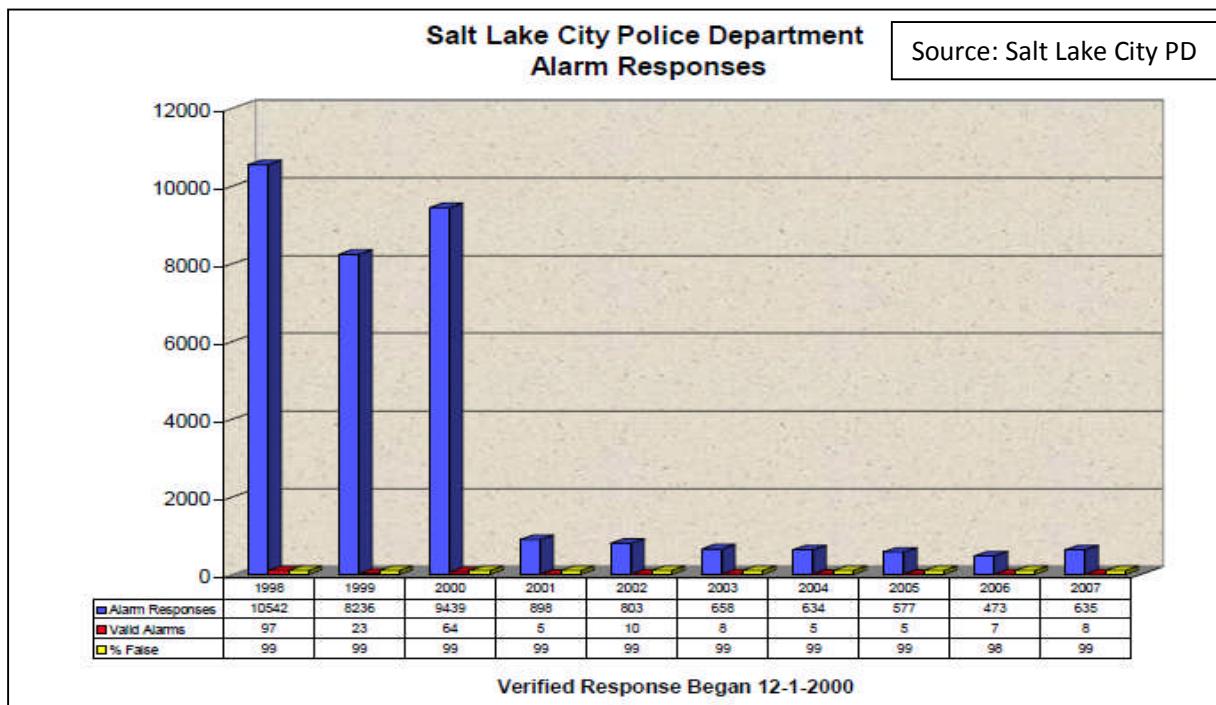


Figure 1-Alarm Responses- Source: Salt Lake City Police

Moreover, statistics from Salt Lake City rebut claims from the alarm industry that adoption of Verified Response will increase rates of property crime, particularly burglary.

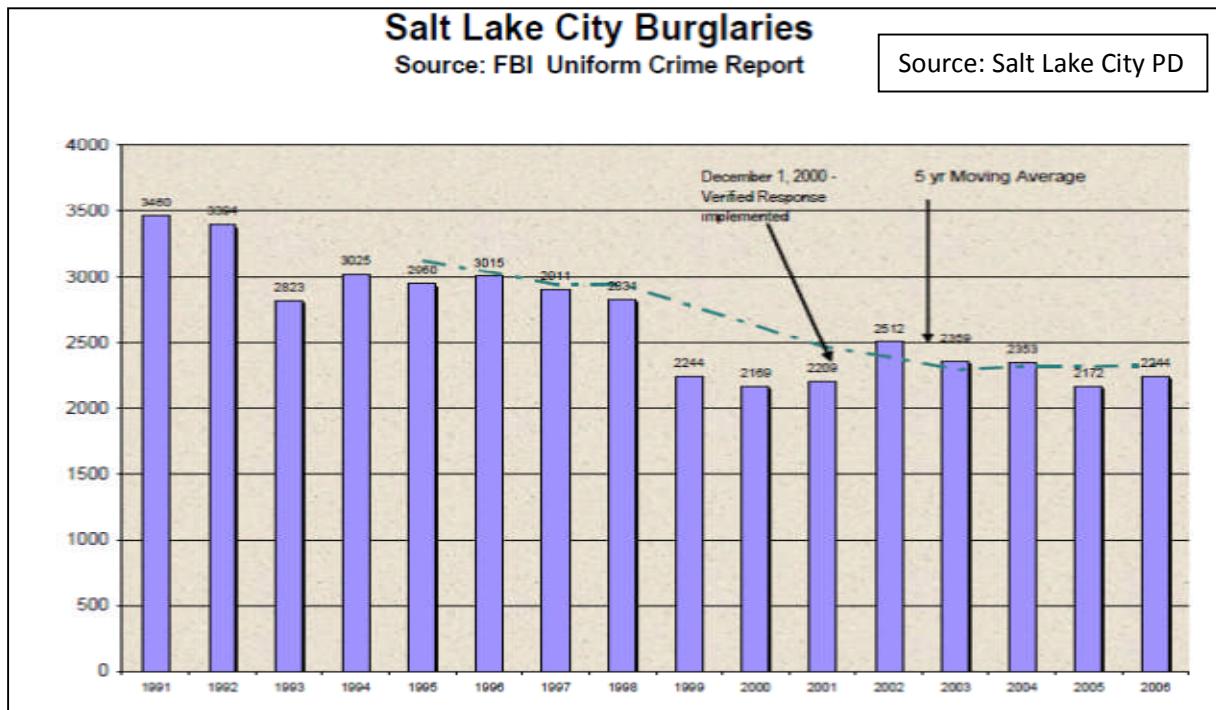


Figure 2- Salt Lake City Burglaries: 1991-2006

## 2. Set a cost recovery-based fee for all false alarm calls.

The city should set a cost-recovery fee for service in answering any false alarms. This fee should be set to cover all costs associated with the Memphis Police Department responding to false alarms. An economist can be retained to assist the City in developing a fee that reflects the cost incurred by MPD in answering false alarms.

## 3. Charge permit fees, fines, and cost recovery fees directly to alarm companies.

According to the Sampson report, to “lessen the administrative burden inherent in strategies requiring alarm users to obtain permits and to pay fines in the event of a false alarm, some jurisdictions charge these fees directly to the alarm installation or monitoring company. Not only does this practice ensure that all new alarms are registered with police, while also greatly reducing the number of contacts that police alarm administrators must make. Rather than contacting thousands of alarm owners, alarm administrators make contact with a much smaller number of installers and monitoring companies.”

## 4. Outsource the administration of permits, fines, and fees.

An alternative, to charging fees and fines to alarm companies directly can be outsourcing collection of permit fees, fines, and cost recovery-based fees to a private firm in exchange for a portion of the fees. However, the Sampson report suggests that “even with outsourcing, collection rates may be only about 60 or 70 percent.”

## 5. Publish alarm companies’ false alarm rates on websites or elsewhere.

The Sampson report suggests that “[P]olice or an outside contractor can calculate and publish the false alarm rates of individual alarm companies to help potential buyers make informed decisions. This could prompt companies with higher false alarm rates to improve their practices.” However, the report notes that if administered by the police it requires “significant administrative work.”

## 6. Require repeat false alarm abusers (more than 2 false alarms) to attend education class.

A degree of success has been observed by police agencies conducting “false-alarm classes for abusers.” Our recommendation is that alarm companies be required to mandate such classes for continued service to chronic abusers. According to the Sampson report, such classes “typically offer information on the scope of the false alarm problem in the local area and the basic functions of alarm systems, along with maintenance procedures and other practices that can help to reduce false alarm activations. Many jurisdictions waive the fine incurred for a false alarm if the alarm owner attends the class.”

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Enables MPD to enhance its efforts at successful crime reduction by allowing patrol officers to rebalance workload between answering calls for service and proactive/community policing.	
When MPD has conducted its next precinct and ward geographic alignment study, it may be possible to reduce the number of officers required in Uniform Patrol given call loads and crime patterns.	
<b>DISADVANTAGES</b>	
Not having police respond to alarm calls may result in an increase in burglaries	
May decrease the likelihood of apprehension of burglary suspects	
May decrease citizen satisfaction and sense of security	
May increase the potential for violent citizen and suspect encounters	
Will encounter resistance from the alarm industry	

**ESTIMATED IMPACT**

ESTIMATED IMPACT OF REDUCING FALSE BURGLAR ALARMS		
Verified False Alarms-CY2013: 41,430		Average Time Per Call: 21.55 minutes
Projected Reduction	Officer FTE Available for Proactive Policing (Based on FTE of 2,080 hrs/year)	Estimated costs of false alarms in terms of officer FTE (avg "fully loaded" cost per FTE) <sup>24</sup>
100%	14.3	\$951,894
90%	12.9	\$856,705
80%	11.4	\$761,515
75%	10.7	\$713,921

**B. REVISING THE RESPONSE TO NON-INJURY TRAFFIC ACCIDENTS****1 MPD should stop responding to Non-Injury Traffic Accidents**

**DELOITTE RECOMMENDATION:** The department should cease responding to minor non-injury traffic accidents. As in many jurisdictions across the nation, citizens who are involved in such accidents should go to a police station to make a report, if a report is needed for insurance purposes.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Enables MPD to enhance its efforts at successful crime reduction by allowing patrol officers to rebalance workload between answering calls for service and proactive/community policing.	
When MPD has conducted its next precinct and ward geographic alignment study, it may be possible to reduce the number of officers required in Uniform Patrol given call loads and crime patterns.	
The alternative recommendation of using civilian Traffic Accident Investigators creates a career path for civilians within the Memphis Police Department	
May increase citizen satisfaction due not having to wait for a low priority response	
<b>DISADVANTAGES</b>	
May decrease the likelihood of apprehension of suspects during traffic accident investigations unless the alternative recommendation is adopted	
May decrease citizen satisfaction	
May increase the potential for violent encounters during traffic accidents	
Will still require police officers to respond to issue moving violations and thus reduction in calls may not be as significant as projected	

<sup>24</sup> PFM report estimate of FTE cost per sworn MPD officer.

**ESTIMATED IMPACT**

ESTIMATED IMPACT OF REVISING RESPONSE TO NON-INJURY TRAFFIC ACCIDENTS		
Non-Injury Traffic Accidents-CY2013: 29,263		Average Time Per Call: 93 minutes
Projected Reduction	Officer FTE Available for Proactive Policing (Based on FTE of 2,080 hrs/year)	Estimated costs of Non-injury Accidents in terms of officer FTE (avg "fully loaded" cost per FTE)
100%	43.6	\$2,901,538
90%	39.3	\$2,611,384
80%	34.9	\$2,321,230
75%	32.7	\$2,176,153

We provide percentage declines because officers would still have to respond to write traffic citations.

**2. Alternative: MPD implements use of civilian Traffic Accident Investigators to investigate Non-Injury Traffic Accidents.**

If policy-makers believe that taking accident reports is an important police function, an alternative approach is to revive a modified MPD PST program. Under this approach a unit of civilian Traffic Accident Investigators would be created. These TAI's would be full-time employees; unlike the former PST program, there would be no expectation that these personnel would be police officers in training. The program would relieve the burden on Uniform Patrol of investigating traffic accidents and allow officers to dedicate more time to pro-active policing efforts.

**ESTIMATED COST**

45 Accident Traffic Investigators	Annual Salary	Estimated Fully Loaded FTE	Program Cost <sup>25</sup>
	\$25, 296.44	\$32,065.77	\$1,410,894

We recommend implementing the program over a 3 year period. This will lower the front-end loading costs for the program (\$470,298/year) and allow time for training and field observation without unduly burdening the department's sworn officers.

We encourage MPD to explore creating a training program in partnership with Southwest Community College to help lower training cost for the department.

Please note, under the old MPD PST program, PSTs could only write non-moving citations. To maximize the benefit from this recommendation a change in state law would be necessary. In many other jurisdictions, civilian Community Support Officers investigating accidents can issue traffic citations.

**C. CHANGE THE RESPONSE TO MINOR OFFENSES BY IMPLEMENTING ON-LINE REPORTING**

**1. MPD stops sending officers to take reports on minor offenses**

**SCS RECOMMENDATION: MPD should stop responding to minor offenses and use on-line reporting**

<sup>25</sup> We do not include in the program cost estimates for uniforms, equipment, or training cost.

Many departments in the nation have switched to on-line reporting for minor offenses.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Enables MPD to enhance its efforts at successful crime reduction by allowing patrol officers to rebalance workload between answering calls for service and proactive/community policing.	
When MPD has conducted its next precinct and ward geographic alignment study, it may be possible to reduce the number of officers required in Uniform Patrol given call loads and crime patterns.	
The alternative recommendation of using civilian Community Service Officers creates a career path for civilians within the Memphis Police Department	
May increase citizen satisfaction due not having to wait for a low priority response	
<b>DISADVANTAGES</b>	
May decrease the likelihood of apprehension of suspects due to lower reporting rates unless the alternative recommendation is adopted	
May decrease citizen satisfaction and sense of security	
Will require purchase and installation of new technology	

An example of on-line reporting from the Santa Clara Police Department is presented below:

<p>Below are the different incident types that can be entered using this internet based system. Please select the appropriate incident type and continue. If the incident you are reporting has a known suspect or witness, or is currently in progress, please call us at (408)615-4700. Also, if at any time you decide that you would prefer to speak to a department member, please discontinue this report and call us.</p>			
Select	Incident Type	Definition	Examples
<input type="radio"/>	HARASSING PHONE CALLS	Unwanted phone calls of an annoying, harassing or threatening nature.	Immediate hang-ups, obscene language, etc. with no known suspects.
<input type="radio"/>	IDENTITY THEFT	Obtaining someone else's personal identifying information and using it to obtain credit, goods or services.	Someone obtains a credit card using your S.S.N. or obtains phone service using your personal information.
<input type="radio"/>	LOST PROPERTY	When property is missing or lost.	Property that is missing, leaving items in restaurant, or missing from home.
<input type="radio"/>	THEFT	Your property is taken without your permission and the value of the property is less than nine hundred fifty dollars. <b>If the value of the goods taken was over \$950, You cannot file the report online. Please discontinue this report and call us at (408)615 4700.</b>	Property known to be stolen and missing may be reported. Lost property is not a theft.
<input type="radio"/>	THEFT FROM VEHICLE	Property is stolen from a motor vehicle. <b>If the value of the goods taken was over \$950, You cannot file the report online. Please discontinue this report and call us at (408)615 4700.</b>	Stolen equipment or belongings from a vehicle.
<input type="radio"/>	VANDALISM	The act of changing, modifying or defacing public or private property, including graffiti. <b>You may attach up to two images to your report.</b>	Knocking over mail box, throwing rock through windows, etc.

**ESTIMATED IMPACT**

ESTIMATED IMPACT OF REVISING RESPONSE TO MINOR OFFENSES		
Vandalism Offenses-CY2013: 7,034		Average Time Per Call: 59.4 minutes
Projected Reduction	Officer FTE Available for Proactive Policing (Based on FTE of 2,080 hrs/year)	Estimated costs of in terms of officer FTE (avg "fully loaded" cost per FTE)
100%	3.35	\$222,733
90%	3.01	\$200,460
80%	2.68	\$178,187
75%	2.51	\$167,050
Theft Offenses-CY2013: 19,274		Average Time Per Call: 62.26 minutes
Projected Reduction	Officer FTE Available for Proactive Policing (Based on FTE of 2,080 hrs/year)	Estimated costs of in terms of officer FTE (avg "fully loaded" cost per FTE)
100%	9.59	\$639,702
90%	8.63	\$575,731
80%	7.67	\$511,761
75%	7.19	\$479,776
Harassing Phone Call (no suspect) Offenses-CY2013: 985		Average Time Per Call: 53.11 minutes
Projected Reduction	Officer FTE Available for Proactive Policing (Based on FTE of 2,080 hrs/year)	Estimated costs of in terms of officer FTE (avg "fully loaded" cost per FTE)
100%	0.41	\$27,888
90%	0.38	\$25,099
80%	0.34	\$22,310
75%	0.31	\$20,916
Total Offenses Reported On-Line		
Projected Reduction	Officer FTE Available for Proactive Policing (Based on FTE of 2,080 hrs/year)	Estimated costs of minor offenses in terms of officer FTE (avg "fully loaded" cost per FTE)
100%	13.4	\$890,323
90%	12.0	\$801,290
80%	10.7	\$712,258
75%	10.0	\$667,742

**2 Alternative: MPD implements use of civilian Community Support Officers to take reports on minor offenses.**

If policy-makers believe that taking in-person reports on minor offenses is an important police function, an alternative approach is to revive a modified MPD PST program. Under this approach a unit of civilian Community Support Officers would be created. These CSOs would be full-time employees; unlike the former PST program, there would be no expectation that these personnel would be police officers in training. The program would relieve the burden on Uniform Patrol of responding to minor offenses and allow officers to dedicate more time to pro-active policing efforts.

**ESTIMATED COST**

14 Community Support Officers	Annual Salary	Estimated Fully Loaded FTE	Program Cost <sup>26</sup>
	\$25,296.44	\$32,065.77	\$416,855

We believe the program could be implemented in 1 year. We encourage MPD to explore creating a training program in partnership with Southwest Community College to help lower training cost for the department.

#### **D. CHANGE THE RESPONSE TO “LOOSE DOG” CALLS**

**PERF OBSERVATION:** The city should consider whether responding to dog calls makes the best use of police officer time rather than ensuring the staffing and scheduling of the Animal Services personnel can be adjusted to substantially reduce this workload this call requires of the police department.

**SCS RECOMMENDATION:** MPD should stop responding to “loose dog” calls except where an imminent threat to safety exists.

ADVANTAGES AND DISADVANTAGES OF RECOMMENDATION	
<b>ADVANTAGES</b>	
Enables MPD to enhance its efforts at successful crime reduction by allowing patrol officers to rebalance workload between answering calls for service and proactive/community policing.	
When MPD has conducted its next precinct and ward geographic alignment study, it may be possible to reduce the number of officers required in Uniform Patrol given call loads and crime patterns.	
<b>DISADVANTAGES</b>	
May decrease the likelihood of injury to victims because of vicious “loose” dogs	
May decrease citizen satisfaction and sense of security	
Will require in staffing increases in Animal Control	

**ESTIMATED IMPACT**

ESTIMATED IMPACT OF REVISING RESPONSE TO “LOOSE DOG” CALLS		
“Loose Dog” Calls-CY2013: 29,263		Average Time Per Call: 93 minutes
Projected Reduction	Officer FTE Available for Proactive Policing (Based on FTE of 2,080 hrs/year)	Estimated costs of “loose dog” calls” in terms of officer FTE (avg “fully loaded” cost per FTE)
100%	3.1	\$202,898
90%	2.8	\$182,608
80%	2.4	\$162,318
75%	2.3	\$152,173

#### **IV. NORMALIZING THE PROMOTION PROCESS**

**PERF RECOMMENDATION:** The Memphis Police Department should be allowed to make promotions to authorized positions without City Council approval.

<sup>26</sup> We do not include in the program cost estimates for uniforms, equipment, or training cost.

**PERF RECOMMENDATION:** The MPD, consulting with the Memphis Police Officer Association, should establish an eligibility list and promote from that list on an “as needed” basis.

PERF noted that:

The speed at which the promotional system moves has been sluggish because of litigation and the need for City Council approval for every promotional process, even though the Council maintains a redundant staffing authority through the budget process. The result has been positions going vacant, and subsequently, the need to promote a large number of officers at one time. Promoting large numbers of officers at the same time can be disruptive to the organization. An eligibility list or “as-needed” system will result in limited vacancies in specialist and supervisory ranks, and incremental transitioning and training of newly promoted officers.

In addition, PERF observed that:

A decision by city government to fill vacant ranking positions has not always been timely, allowing management and supervisory position to remain empty for an extended period of time. These vacancies limit the capability of the department to maintain normal operations. When promotions are made, the number of persons promoted at one time may be so large that it makes it difficult to transition and train all those newly promoted.

We strongly agree with PERFs recommendations concerning the promotion process. One result of the current process is that Investigative Services has a shortage of sergeants in the Bureaus. In addition, the bureaus lack sufficient supervisors and have had to implement procedures to work around the shortage. An indicator of the problem is that MPD paid over \$730,000 in 2013 in “Out-of-Rank” pay to officers and dispatchers. Discussions with MPD commanders also suggest that substantial amounts of overtime are being paid to ensure that supervisors are available for all shifts. Moreover, discussions revealed that MPD has been plagued with the problem of promoting large numbers of individuals at one time causing as PERF notes difficulties in transition and training. Furthermore, delays in the promotion process can dramatically increase the number of individuals eligible for promotion thus considerably increasing testing costs. We were apprised that within the next 2-3 years the majority of officers in the department will become eligible to take promotions examinations. Cost containment requires fixing the promotion process.

## V. INCREASING REVENUES

We believe opportunities exist to increase revenues collected by MPD for delivery of services.

### A. Increase the Administrative Fee Charged by the Vehicle Impound Lot

**SCS RECOMMENDATION:** MPD should be authorized to increase the administrative fee charged for processing and taking custody of vehicles at the Impound Lot from \$10 to \$200.

At present, a City Ordinance mandates that MPD charge a \$10.00 Administration Fee for every vehicle that is processed and taken into custody at the Impound lot. Nashville-Davidson County recently revised

its ordinance to impose a \$200 administration fee. The relevant sections of the ordinance are provided below:

Other Rates.

A fee of \$105 shall be charged for recovery of a vehicle submerged in water.

A flat fee of \$200 (two hundred dollars) per item stored shall be charged, in addition to a daily charge as set forth herein. However, there shall be no storage charge whatsoever imposed for an item stored two hours or less, and daily fees for the second day of storage will not accrue until the item has been held on the lot for at least twenty-six hours.

Daily Storage Fees:

- a. Motorcycle or ATV \$10
- b. Mower, trailer, or miscellaneous equipment \$10
- c. Automobile \$15
- d. Tractor \$20
- e. Motor home, no more than 26 feet in length \$25
- f. Motor home, more than 26 feet in length \$30
- g. Tractor-trailer, commercial bus, or house trailer \$30
- h. Boat, less than 19 feet in length \$15
- i. Boat, at least 19 feet but no more than 26 feet in length \$25
- j. Boat, more than 26 feet in length \$30

Note: Nashville has an exemption from fees for owners of stolen vehicles who had previously reported their vehicles to be stolen, and who claim their vehicles within twenty-four hours after being notified by the Police Department.

Based on the data from the FY13 Annual Report for the Impound Lot, MPD processed 10,758 vehicles which would have this associated cost.

**ESTIMATED IMPACT**

<b>ESTIMATED IMPACT OF INCREASING ADMINISTRATION FEE</b>	
Amount of Administration Fee	Estimated Revenue (based on 10,758 vehicles)
\$10	\$107,850
\$200	\$2,151,600
Enhanced Revenue Amount	\$2,043,750

**B. Reconsider the City's Billing Practices for Police Services provided for Special Events**

**SCS RECOMMENDATION:** The City should carefully consider whether in a time of fiscal exigency a billing practice which waives fees for police services provided for special events should be continued.

We are very cognizant of the importance of special events which have substantial economic benefit to the city. However, we suggest the city may need to reconsider waiving fees for police services given the current fiscal climate.

## VI. PROJECTING THE NECESSARY COMPLEMENT

### A. Sworn officers

**DELOITTE OBSERVATION:** The level of crime in Memphis is high. Indeed, as previously discussed, Memphis ranks first both in terms of the number of violent crimes committed per hundred thousand population and the number of property crimes committed per thousand population. While the department's Blue C.R.U.S.H.TM approach to addressing crime is sound, the level of resources needed to implement Blue C.R.U.S.H.TM strategies at the patrol precinct level are inadequate. While the department should be commended for obtaining more than \$2.2 million in overtime monies to support precinct level crime reduction initiatives, this level of resources is inadequate to address both precinct level crime problems and community needs. ... *it is not reasonable to expect the department to be successful in its efforts to reduce crime unless adequate resources are available to support proactive crime reduction initiatives.* (Emphasis added.)

<sup>34</sup>

**DELOITTE RECOMMENDATION:** Given the high level of crime in Memphis, however, and the relatively high number of crimes per sworn officer, a case could be made that additional capacity is needed to address this level of crime. Consequently, an alternative recommendation (that patrol officers should spend twice as much time on proactive activities than responding to calls-for-service) has also been developed. At this level of staffing, 242.9 FTEs of proactive capacity should be assigned to the patrol precincts. After applying a relief factor of 1.25 (to account for expected absences), a total of 303 "stand alone" FTEs should be assigned to the precincts to support proactive initiatives.

**PFM RECOMMENDATION:** Over the next five years, the MPD should reduce its sworn headcount by 280 officers – and replace those officers on a one for one basis with a combination of lower cost civilian clerical employees and PSTs.

We begin our discussion by noting that MPDs staffing levels in 2012 were comparable to other departments in cities with high crime rates. SCS developed a database of police departments by manually integrating two datasets from the UCR- data on violent crime and data on police staffing levels. We then calculated for cities with populations of 250,000 and above, violent crime rates, ratios of officers per 10,000 population, and violent crimes per officer. The results of violent crime rates and officers per 10,000 residents were then plotted and are displayed below in Figure 3.

Examination of the Scatterplot reveals that cities with higher crime rates have higher ratios of police officers per 10,000 residents,<sup>27</sup> and Memphis' position is consistent with that pattern.<sup>28</sup> Table 3 displays those cities from the Scatterplot with violent crime rates one standard deviation from the mean. It becomes evident that Memphis police staffing falls in the midrange of these cities. Table 2 reinforces this finding by ranking the Cities with violent crime rates +1 Standard Deviation from the Mean by Officers per 10,000 and Violent Crimes per officer. We suggest that Memphis' sworn complement has not been out of line with cities confronting serious violent crime problems.

<sup>27</sup> The two cities to the left of Memphis that appear as exceptions are Oakland CA and Stockton, CA which laid off substantial numbers of police officers.

<sup>28</sup> We calculated a correlation coefficient (excluding Oakland, CA and Stockton, CA) of 0.7.

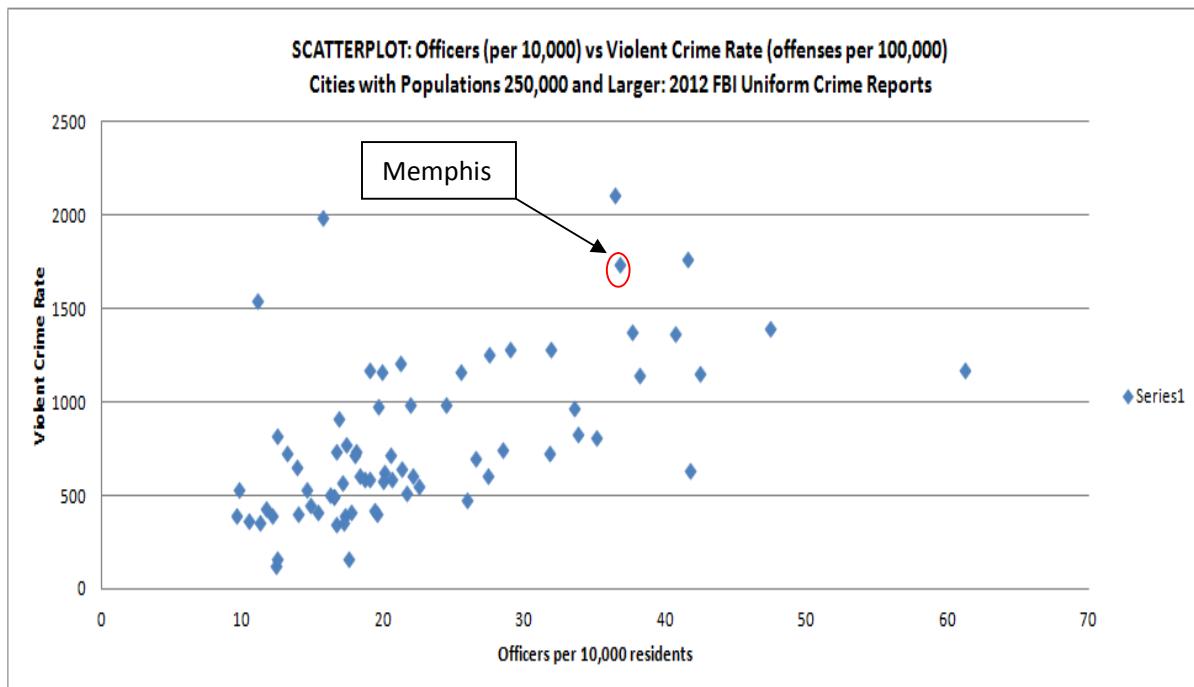


Figure 3 Scatter Plot-Cities with Populations of 250,000 and above: 2012 Violent Crime Rates vs Officers per 10,000

CITIES WITH POPULATIONS 250,000 AND ABOVE WITH VIOLENT CRIME RATES AT LEAST +1 STANDARD DEVIATION FROM THE MEAN					
2012 F.B.I. UNIFORM CRIME REPORTS					
CITY	Population	Violent Crime Rate	Number of Sworn Officers	Sworn Officers per 10,000 residents	Violent Crimes per Officer
Baltimore, MD	625,474	1,405.2	2962	47.4	3.0
St. Louis, MO	318,667	1,776.5	1322	41.5	4.3
Atlanta, GA	437,041	1,379.0	1775	40.6	3.4
Cleveland, OH	393,781	1,383.8	1481	37.6	3.7
Memphis, TN	657,436	1,750.3	2416	36.7	4.8
Detroit, MI	707,096	2,122.9	2570	36.3	5.8
Milwaukee, WI	599,395	1,294.5	1906	31.8	4.1
Buffalo, NY	262,434	1,288.7	759	28.9	4.5
Kansas City, MO	464,073	1,263.2	1273	27.4	4.6
Oakland, CA <sup>1</sup>	399,487	1,993.3	626	15.7	12.7
Stockton, CA <sup>2</sup>	299,105	1,548.0	331	11.1	14.0
Mean Number of Officers per 10,000 residents					32.3
Mean Number of Officers per 10,000 residents excluding Oakland, CA <sup>1</sup>					33.9
Mean Number of Officers per 10,000 residents excluding Oakland, CA & Stockton, CA <sup>2</sup>					36.5
Estimated MPD Complement at 33.9 officers per 10,000 residents					2,229
Estimated MPD Complement at 36.5 officers per 10,000 residents					2,400
Current MPD Actual Complement as of March 7, 2014					2,282
<sup>1</sup> Oakland initiated reductions in police complement through layoffs in 2010					
<sup>2</sup> Stockton initiated reductions in police complement through layoffs in 2010					

Table 2 -Cities with Violent Crime Rates 1 Standard Deviation from the Mean

CITIES WITH POPULATIONS 250,000 AND ABOVE WITH VIOLENT CRIME RATES AT LEAST +1 STANDARD DEVIATION FROM THE MEAN			
2012 F.B.I. UNIFORM CRIME REPORTS			
Ranked By Sworn Officers per 10,000		Ranked By Violent Crimes per Officer	
CITY	Sworn Officers per 10,000 residents	CITY	Violent Crimes per Officer
Baltimore, MD	47.4	Stockton, CA <sup>2</sup>	14.0
St. Louis, MO	41.5	Oakland, CA <sup>1</sup>	12.7
Atlanta, GA	40.6	Detroit, MI	5.8
Cleveland, OH	37.6	Memphis, TN	4.8
Memphis, TN	36.7	Kansas City, MO	4.6
Detroit, MI	36.3	Buffalo, NY	4.5
Milwaukee, WI	31.8	St. Louis, MO	4.3
Buffalo, NY	28.9	Milwaukee, WI	4.1
Kansas City, MO	27.4	Cleveland, OH	3.7
Oakland, CA <sup>1</sup>	15.7	Atlanta, GA	3.4
Stockton, CA <sup>2</sup>	11.1	Baltimore, MD	3.0

<sup>1</sup>Oakland initiated reductions in police complement through layoffs in 2010  
<sup>2</sup>Stockton initiated reductions in police complement through layoffs in 2010

Table 3- Ranking of Cities for Officers per 10,000 and Violent Crime per Officer

In reaching its recommendation of a sworn complement reduction by 280 officers, the PFM Report used UCR data on Police Employment and data obtained from the City of Memphis (CAFR data obtained from the City's Finance Department.) Using the various datasets, the PFM Report analyzed the number of civilians employed by MPD in FY2006-FY2012 (CAFR data) and point in time data from the UCR (2006-2011). Using the FY2012 CAFR data and payroll information obtained early in FY2013, PFM arrived at a difference in the number of civilian employees, between FY 2007 (667 civilians- the highest number of civilians employed by MPD during the study period and therefore indicating positions which could be civilianized) and the early FY2013 payroll data, of 249 civilians employees. In addition, relying on recommendations from the PERF Report concerning civilianization, PFM estimated that an additional 31 positions filled by sworn officers could be civilianized. The analysis resulted in an estimate of 280 positions that could be filled by civilian employees (which would include civilians employed through a newly reconstituted PST program) but were currently being performed by sworn officers. Thereafter, PFM examined staffing levels of sworn officers in MPD: using and payroll data from early FY2013 indicating a sworn complement of 2,560 (FY2012 data showed a sworn complement of 2,550). Subtraction of the potential number of positions that could be civilianized (280) from the FY2013 payroll data number of 2,560 sworn officers, resulted in PFM's recommendation that "MPD should reduce its sworn headcount by 280 officers" essentially reducing the complement of officers from an FY 2013 actual number of 2,560 officers to a sworn actual complement of 2,280.

**We believe it is critical that policymakers and legislators note that MPD's current staffing level of 2282 sworn officers is already at the level recommended in the PFM Report. However, the reduction in the MPD staffing levels has not been accompanied by implementation of strategies allowing for strategic redeployment of officers as foreseen in the PFM report.** As a result, MPD's staffing levels are significantly below those required for performance of its current mission.

**SCS RECOMMENDATION:** We believe that until redeployment and civilianization strategies can be implemented MPDs sworn complement needs to be maintained at approximately 2400 officers.

In a series of models we examine projections of MPD sworn officer staffing levels using various scenarios. In the first model we depict the staffing produced under the PFM approach which assumed strategic redeployment of resources. In Models 1 through 6 we explore various staffing scenarios to estimate resulting MPD sworn officer staffing levels.

**Model 1- Projected Sworn Staffing Levels (No New Officers Hired/No Officer Reassignment/No funding for Civilianization)**

In Model 1 we make the following assumptions

- No officers are reassigned to enforcement duties from the MED Unit, OIS, or City Hall Unit.
- MPD attrition continues to average 100 officers each year.<sup>29</sup> We estimate attrition for the remainder of the current fiscal year at 25 officers.
- No new academy classes are conducted.
- No funding is made available for civilianization.
- MPDs necessary staffing is estimated at 2,416 based on the sworn complement in 2012 and our estimates as to MPD staffing levels as compared to cities confronting similar crime problems.

Under this scenario, MPD's sworn complement will decline by 19% in the third fiscal year to a level of 1,957 officers. This would be the lowest level since 2005 according to UCR data.

**Model 2- Projected Sworn Staffing Levels with Two 90-person Academy Classes per Year (No Officer Reassignment/No funding for Civilianization)**

In Model 2 we make the following assumptions

- No officers are reassigned to enforcement duties from the MED Unit, OIS, or City Hall Unit.
- MPD attrition continues to average 100 officers each year.<sup>30</sup> We estimate attrition for the remainder of the current fiscal year at 25 officers.
- Two MPD Academy Classes (90 persons each) graduating 108 officers are conducted each year during fiscal years 1 through 3.
- No funding is made available for civilianization.
- MPDs necessary staffing is estimated at 2,416 based on the sworn complement in 2012 and our estimates as to MPD staffing levels as compared to cities confronting similar crime problems.

Under this scenario, MPD's sworn complement will decline by 5.6% in the third fiscal year to a level of 2,281 officers. This would be the 74 officers below the 2010 staffing level according to UCR data.

<sup>29</sup> However, we note that according to MPD officials, attrition in 2013 at MPD was 114 officers.

<sup>30</sup> However, we note that according to MPD officials, attrition in 2013 at MPD was 114 officers.

**PFM MODEL BASED ON PFM CALCULATION OF STAFFING LEVEL BEGINNING IN FY2013**Legend: BY-Beginning Year; EY- End of Year

Fiscal Year 1		Fiscal Year 2		Fiscal Year 3	
Officers Reassigned to Enforcement Duties: 100		Officers Reassigned to Enforcement Duties: 100		Officers Reassigned to Enforcement Duties: 80	
Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 100		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 100		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 80	
BY Staffing: Sworn: 2,560 Civilian: 418	EY Staffing: Sworn: 2,460 Civilian: 518	BY Staffing Sworn: 2,460 Civilian: 518	EY Staffing Sworn: 2,360 Civilian: 618	BY Staffing Sworn: 2,460 Civilian: 618	EY Staffing Sworn: 2,280 Civilian: 698
Officer Attrition: 100		Officer Attrition: 100		Officer Attrition: 100	
Civilians Hired: 100		Civilians Hired: 100		Civilians Hired: 80	
New Officers Hired: 0		New Officers Hired: 0		New Officers Hired: 0	

**Model 1- Projected Sworn Staffing Levels (No New Officers Hired/No Officer Reassignment/No funding for Civilianization)**Legend: BY-Beginning Year; EY- End of Year

Last Quarter -Current Fiscal Year	Fiscal Year 1		Fiscal Year 2		Fiscal Year 3	
Officers Reassigned to Enforcement Duties: 0	Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 0	
Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0	Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 45	
BY Staffing: Sworn: 2,282	EY Staffing: Sworn: <b>2,257</b>	BY Staffing Sworn: 2,257	EY Staffing Sworn: <b>2,157</b>	BY Staffing Sworn: 2,157	EY Staffing Sworn: <b>2,057</b>	BY Staffing Sworn: 2,057
Estimated Officer Attrition: 25		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100
Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 0
New Officers Hired: 0		New Officers Hired: 0		New Officers Hired: 0		New Officers Hired: 0
MPD Necessary Staffing: 2,416*	MPD Necessary Staffing: 2,416*		MPD Necessary Staffing: 2,416*		MPD Necessary Staffing: 2,416*	
Current MPD Shortfall: <b>(-134)</b>	Projected EY MPD Shortfall : <b>(-259)</b>		Projected EY MPD Shortfall : <b>(-359)</b>		Projected EY MPD Shortfall : <b>(-443)</b>	
Projected EY UP Shortfall : <b>(-203)</b>	% Reduction from 2012: <b>-10.7%</b>		% Reduction from 2012: <b>-14.9%</b>		% Reduction from 2012: <b>-19.0%</b>	

\* Assumes Sworn officer staffing reported in 2012 UCR

**Model 2- Projected Sworn Staffing Levels with Two 90-person Academy Classes per Year (No Officer Reassignment/No funding for Civilianization)**

Legend: BY-Beginning Year; EY- End of Year

Last Quarter -Current Fiscal Year		Fiscal Year 1		Fiscal Year 2		Fiscal Year 3							
Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 0							
Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0							
BY Staffing: Sworn: 2,282	EY Staffing: Sworn: <b>2,257</b>	BY Staffing Sworn: 2,257	EY Staffing Sworn: <b>2,265</b>	BY Staffing Sworn: 2,265	EY Staffing Sworn: <b>2,273</b>	BY Staffing Sworn: 2,273	EY Staffing Sworn: <b>2,281</b>						
Estimated Officer Attrition: 25		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100							
Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 0							
New Officers Hired: 0		New Officers Hired: 108*		New Officers Hired: 108*		New Officers Hired: 108*							
MPD Necessary Staffing: 2,416* Current MPD Shortfall: <b>(-134)</b> Projected EY UP Shortfall : <b>(-203)</b>		MPD Necessary Staffing: 2,416** Projected EY MPD Shortfall : <b>(-151)</b> <b>% Reduction from 2012: -6.3%</b>		MPD Necessary Staffing: 2,416** Projected EY MPD Shortfall : <b>(-143)</b> <b>% Reduction from 2012: -5.9%</b>		MPD Necessary Staffing: 2,416** Projected EY MPD Shortfall : <b>(-135)</b> <b>% Reduction from 2012: -5.6%</b>							
* Assumes to 90 person classes each year graduating 108 officers													
** Assumes Sworn officer staffing reported in 2012 UCR													

**Model 3- Projected Sworn Staffing Levels with Officer Reassignment (No New Officers Hired/No funding for Civilianization)**

In Model 3 we make the following assumptions

- In fiscal year 1 the City Hall Unit is eliminated and 8 officers are reassigned to enforcement duties.
- In fiscal year 2, responsibility for the MED Unit and the OIS program have been transferred to the Sheriff's Office and the Crossing Guards program has been transferred to Shelby County Schools.
- MPD attrition continues to average 100 officers each year.<sup>31</sup> We estimate attrition for the remainder of the current fiscal year at 25 officers.
- No new academy classes are conducted.
- No funding is made available for civilianization.
- MPDs necessary staffing is estimated at 2,408 (8 officers reassigned from City Hall Unit) for fiscal year 1 and 2,363 (20 officers reassigned from MED Unit and 25 officers reassigned from OIS and Crossing Guards program) for fiscal years 2 and 3.

Under this scenario, MPD's sworn complement will decline by 14.9% below necessary staffing in the third fiscal year to a level of 2,010 officers. This would be the 12 officers above the 2008 staffing level according to UCR data.

**Model 4- Projected Sworn Staffing Levels with Officer Reassignment & Civilianization (No New Officers Hired)**

In Model 4 we make the following assumptions

- In fiscal year 1 the City Hall Unit is eliminated and 8 officers are reassigned to enforcement duties.
- In fiscal year 2 the MED Unit and the OIS program have been transferred to the Sheriff's Office and the Crossing Guards program has been transferred to Shelby County Schools.
- In fiscal year 2, civilianization of 38 positions occurs in the following: Equipment officers, Sex Offender Registry, Grants, Legal, Health & Safety, Background Unit, Research & Development, Quality Assurance Unit, Accreditation, & Public Information Office.
- In fiscal year 3, we assume 18 civilians hired for CSI, 18 civilians for RTCC, and 9 for IT.
- MPD attrition continues to average 100 officers each year.<sup>32</sup> We estimate attrition for the remainder of the current fiscal year at 25 officers.
- No new academy classes are conducted.
- MPDs necessary staffing is estimated at 2,408 (8 officers reassigned from City Hall Unit) for fiscal year 1; in fiscal year 2 necessary complement would be 2,325 (20 officers reassigned from MED Unit and 25 officers reassigned from OIS and Crossing Guards program) and 38 positions civilianized; an additional 45 civilians are hired in fiscal year 3 for a necessary complement of 2,280.

Under this scenario, MPD's sworn complement will be 8.7% below necessary staffing in the third fiscal year to a level of 2,280 officers. This would be below the 2010 staffing level according to UCR data.

<sup>31</sup> However, we note that according to MPD officials, attrition in 2013 at MPD was 114 officers.

<sup>32</sup> However, we note that according to MPD officials, attrition in 2013 at MPD was 114 officers.

**Model 3- Projected Sworn Staffing Levels with Officer Reassignment (No New Officers Hired/No funding for Civilianization)**Legend: BY-Beginning Year; EY- End of Year

Last Quarter -Current Fiscal Year		Fiscal Year 1		Fiscal Year 2		Fiscal Year 3							
Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 8		Officers Reassigned to Enforcement Duties: 45		Officers Reassigned to Enforcement Duties: 0							
Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0							
BY Staffing: Sworn: 2,282	EY Staffing: Sworn: <b>2,257</b>	BY Staffing Sworn: 2,257	EY Staffing Sworn: <b>2,165</b>	BY Staffing Sworn: 2,165	EY Staffing Sworn: <b>2,110</b>	BY Staffing Sworn: 2,110	EY Staffing Sworn: <b>2,010</b>						
Estimated Officer Attrition: 25		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100							
Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 0							
New Officers Hired: 0		New Officers Hired: 0		New Officers Hired: 0		New Officers Hired: 0							
MPD Necessary Staffing: 2,416* Current MPD Shortfall: (-134) Projected EY UP Shortfall : (-203)		MPD Necessary Staffing: 2,408** Projected EY MPD Shortfall : (-143) <b>% Staffing Shortfall: -10.1%</b>		MPD Necessary Staffing: 2,363*** Projected EY MPD Shortfall : (-253) <b>% Staffing Shortfall: -10.7%</b>		MPD Necessary Staffing: 2,363 Projected EY MPD Shortfall : (-353) <b>% Staffing Shortfall: -14.9.0%</b>							
* Assumes Sworn officer staffing reported in 2012 UCR													
** 8 Officers reassigned from City Hall Unit													
*** 45 Officers reassigned from Med & OIS: Med-20 officers; OIS-25 officers													

**Model 4- Projected Sworn Staffing Levels with Officer Reassignment & Civilianization (No New Officers Hired)**Legend: BY-Beginning Year; EY- End of Year

Last Quarter -Current Fiscal Year		Fiscal Year 1		Fiscal Year 2		Fiscal Year 3	
Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 8		Officers Reassigned to Enforcement Duties: 45		Officers Reassigned to Enforcement Duties: 0	
Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 38		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 45	
BY Staffing: Sworn: 2,282	EY Staffing: Sworn: <b>2,257</b>	BY Staffing Sworn: 2,257	EY Staffing Sworn: <b>2,165</b>	BY Staffing Sworn: 2,165	EY Staffing Sworn: <b>2,148</b>	BY Staffing Sworn: 2,148	EY Staffing Sworn: <b>2,093</b>
Estimated Officer Attrition: 25	Estimated Officer Attrition: 100	Estimated Officer Attrition: 100	Estimated Officer Attrition: 100	Estimated Officer Attrition: 100	Estimated Officer Attrition: 100	Estimated Officer Attrition: 100	Estimated Officer Attrition: 100
Civilians Hired: 0	Civilians Hired: 0	Civilians Hired: 0	Civilians Hired: 0	Civilians Hired: 38	Civilians Hired: 45	Civilians Hired: 45	Civilians Hired: 45
New Officers Hired: 0	New Officers Hired: 0	New Officers Hired: 0	New Officers Hired: 0	New Officers Hired: 0	New Officers Hired: 0	New Officers Hired: 0	New Officers Hired: 0
MPD Necessary Staffing: 2,416*	MPD Necessary Staffing: 2,408**	Projected EY MPD Shortfall : <b>(-243)</b>	Projected EY MPD Shortfall : <b>(-243)</b>	MPD Necessary Staffing: 2,325***	Projected EY MPD Shortfall : <b>(-177)</b>	MPD Necessary Staffing: 2,280****	Projected EY MPD Shortfall : <b>(-187)</b>
Current MPD Shortfall: <b>(-134)</b>	% Staffing Shortfall: <b>-10.1%</b>	% Staffing Shortfall: <b>-10.1%</b>		% Staffing Shortfall: <b>-7.6%</b>	% Staffing Shortfall: <b>-8.7%</b>		
* Assumes Sworn officer staffing reported in 2012 UCR							
** 8 Officers reassigned from City Hall Unit							
*** 45 Officers reassigned from Med & OIS ( Med-20 officers; OIS-25 officers); 38 civilians hired							
**** 45 additional civilians hired							

**Model 5- Projected Sworn Staffing Levels with Officer Reassignment, Civilianization and 54 New Officers Hired Each Year**

In Model 5 we make the following assumptions

- In fiscal year 1 the City Hall Unit is eliminated and 8 officers are reassigned to enforcement duties.
- In fiscal year 2 the MED Unit and the OIS program have been transferred to the Sheriff's Office and the Crossing Guards program has been transferred to Shelby County Schools.
- In fiscal year 2, civilianization of 38 positions occurs in the following: Equipment officers, Sex Offender Registry, Grants, Legal, Health & Safety, Background Unit, Research & Development, Quality Assurance Unit, Accreditation, & Public Information Office.
- In fiscal year 3 we assume 18 civilians are hired for CSI, 18 civilians for RTCC, and 9 for IT.
- MPD attrition continues to average 100 officers each year.<sup>33</sup> We estimate attrition for the remainder of the current fiscal year at 25 officers.
- One MPD Academy Class (90 persons) graduating 54 officers is conducted each year during fiscal years 1 through 3.
- MPDs necessary staffing is estimated at 2,408 (8 officers reassigned from City Hall Unit) for fiscal year 1; in fiscal year 2 necessary complement would be 2,325 (20 officers reassigned from MED Unit and 25 officers reassigned from OIS and Crossing Guards program) and 38 positions civilianized; an additional 45 civilians are hired in fiscal year 3 for a necessary complement of 2,280.

Under this scenario, MPD's sworn complement will be 1.1% below necessary staffing in the third fiscal year to a level of 2,255 officers. This would be 53 officers above the 2009 staffing level according to UCR data.

**Model 6- Projected Sworn Staffing Levels with Officer Reassignment, Civilianization and 108 New Officers Hired In First Year and 54 New Officers Hired Each Subsequent Year**

In Model 5 we make the following assumptions

- In fiscal year 1 the City Hall Unit is eliminated and 8 officers are reassigned to enforcement duties.
- In fiscal year 2 the MED Unit and the OIS program have been transferred to the Sheriff's Office and the Crossing Guards program has been transferred to Shelby County Schools.
- In fiscal year 2, civilianization of 38 positions occurs in the following: Equipment officers, Sex Offender Registry, Grants, Legal, Health & Safety, Background Unit, Research & Development, Quality Assurance Unit, Accreditation, & Public Information Office.
- In fiscal year 3 we assume 18 civilians hired for CSI, 18 civilians for RTCC, and 9 for IT.
- MPD attrition continues to average 100 officers each year.<sup>34</sup> We estimate attrition for the remainder of the current fiscal year at 25 officers.
- Two MPD Academy Classes (90 persons each) graduating 108 officers are conducted in fiscal year 1 and one (90 person) class graduating 54 officers is conducted each subsequent year.

<sup>33</sup> However, we note that according to MPD officials, attrition in 2013 at MPD was 114 officers.

<sup>34</sup> However, we note that according to MPD officials, attrition in 2013 at MPD was 114 officers.

- MPDs necessary staffing is estimated at 2,408 (8 officers reassigned from City Hall Unit) for fiscal year 1; in fiscal year 2 necessary complement would be 2,325 (20 officers reassigned from MED Unit and 25 officers reassigned from OIS and Crossing Guards program and 38 positions civilianized) in fiscal year 2; an additional 45 civilians are hired in fiscal year 3 for a necessary complement of 2,280.

Under this scenario, MPD's sworn complement will be 1.4% (31 officers) above the necessary staffing in the third fiscal year to a level of 2,311 officers. This would be 24 officers below the 2010 staffing level according to UCR data.

**Model 5- Projected Sworn Staffing Levels with Officer Reassignment, Civilianization and 54 New Officers Hired Each Year**Legend: BY-Beginning Year; EY- End of Year

Last Quarter -Current Fiscal Year		Fiscal Year 1		Fiscal Year 2		Fiscal Year 3							
Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 8		Officers Reassigned to Enforcement Duties: 45		Officers Reassigned to Enforcement Duties: 0							
Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 38		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 45							
BY Staffing: Sworn: 2,282	EY Staffing: Sworn: <b>2,257</b>	BY Staffing Sworn: 2,257	EY Staffing Sworn: <b>2,219</b>	BY Staffing Sworn: 2,219	EY Staffing Sworn: <b>2,256</b>	BY Staffing Sworn: 2,256	EY Staffing Sworn: <b>2,255</b>						
Estimated Officer Attrition: 25		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100							
Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 38		Civilians Hired: 45							
New Officers Hired: 0		New Officers Hired: 54		New Officers Hired: 54		New Officers Hired: 54							
MPD Necessary Staffing: 2,416* Current MPD Shortfall: <b>(-134)</b> Projected EY UP Shortfall : <b>(-203)</b>		MPD Necessary Staffing: 2,408*** Projected EY MPD Shortfall : <b>(-189)</b> <b>% Staffing Shortfall: -7.9%</b>		MPD Necessary Staffing: 2,325**** Projected EY MPD Shortfall : <b>(-69)</b> <b>% Staffing Shortfall: -3.0%</b>		MPD Necessary Staffing: 2,280***** Projected EY MPD Shortfall : <b>(-25)</b> <b>% Staffing Shortfall: -1.1%</b>							
* Assumes 1 (90 person) class each year graduating 54 officers													
** Assumes Sworn officer staffing reported in 2012 UCR													
*** 8 Officers reassigned from City Hall Unit													
****45 Officers reassigned from Med & OIS ( Med-20 officers; OIS-25 officers); 38 civilians hired													
***** 45 additional civilians hired													

**Model 6- Projected Sworn Staffing Levels with Officer Reassignment, Civilianization and 108 New Officers Hired In First Year and 54 New Officers Hired Each Subsequent Year**

Legend: BY-Beginning Year; EY- End of Year

Last Quarter -Current Fiscal Year		Fiscal Year 1		Fiscal Year 2		Fiscal Year 3							
Officers Reassigned to Enforcement Duties: 0		Officers Reassigned to Enforcement Duties: 8		Officers Reassigned to Enforcement Duties: 45		Officers Reassigned to Enforcement Duties: 0							
Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 0		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 38		Civilians Assigned to Non-enforcement Duties Previously Performed By Officers: 45							
BY Staffing: Sworn: 2,282	EY Staffing: Sworn: <b>2,257</b>	BY Staffing Sworn: 2,257	EY Staffing Sworn: <b>2,273</b>	BY Staffing Sworn: 2,273	EY Staffing Sworn: <b>2,364</b>	BY Staffing Sworn: 2,364	EY Staffing Sworn: <b>2,311</b>						
Estimated Officer Attrition: 25		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100		Estimated Officer Attrition: 100							
Civilians Hired: 0		Civilians Hired: 0		Civilians Hired: 38		Civilians Hired: 45							
New Officers Hired: 0		New Officers Hired: 108		New Officers Hired: 54		New Officers Hired: 54							
MPD Necessary Staffing: 2,416* Current MPD Shortfall: <b>(-134)</b> Projected EY UP Shortfall : <b>(-203)</b>		MPD Necessary Staffing: 2,408*** Projected EY MPD Shortfall : <b>(-135)</b> <b>% Staffing Shortfall: -5.6%</b>		MPD Necessary Staffing: 2,325**** Projected EY MPD Gain: +39 <b>% Staffing Gain: 1.7%</b>		MPD Necessary Staffing: 2,280***** Projected EY MPD Gain: +31 <b>% Staffing Gain: 1.4%</b>							
* Assumes 2 (90 person) classes in the first year graduating 108 officers and one (90 person) class graduating 54 officers in each subsequent year													
** Assumes Sworn officer staffing reported in 2012 UCR													
*** 8 Officers reassigned from City Hall Unit													
****45 Officers reassigned from Med & OIS ( Med-20 officers; OIS-25 officers); 38 civilians hired													
***** 45 additional civilians hired													

**SCS RECOMMENDATION:** The City should adopt Model 6 which reassigned officers, civilianized positions, and conducts new Academy classes to ensure an adequate complement of sworn officers.

In Figure 4, we chart the staffing variance for each model by fiscal year from the estimated MPD necessary complement.

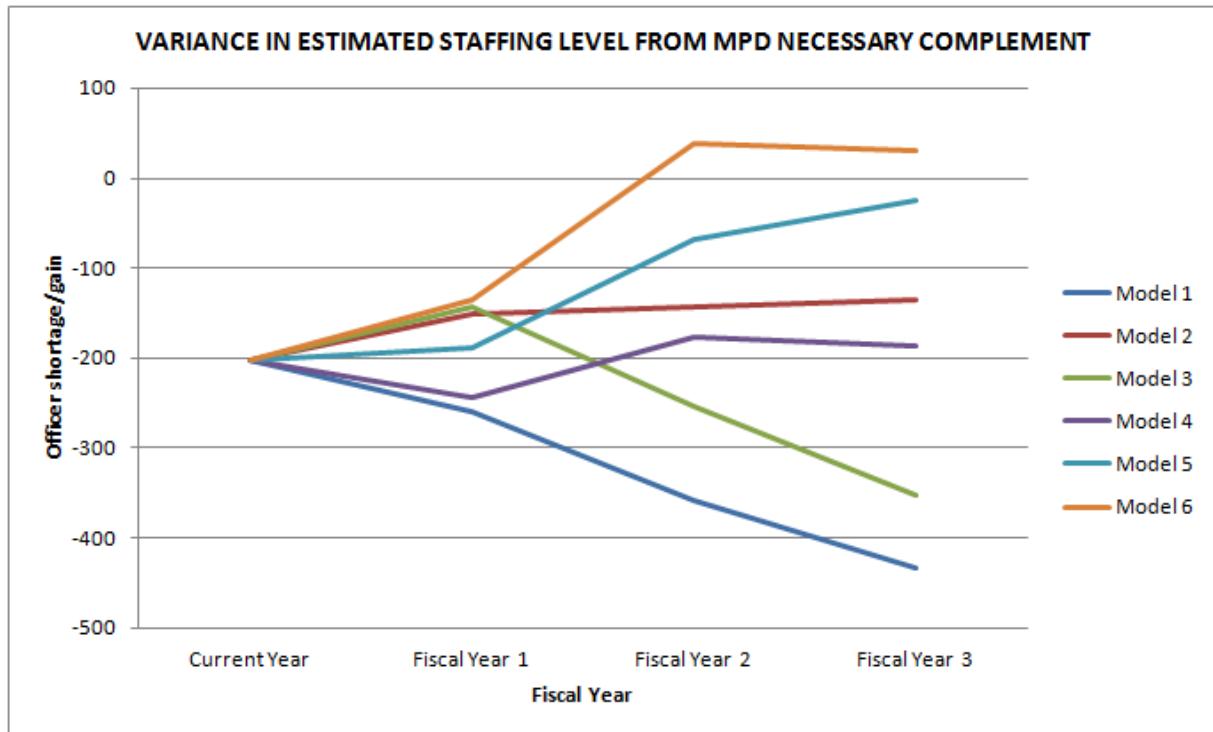


Figure 4- Variance in estimated Staffing Level from MPD Necessary Complement

We believe that while Model 6 results in a net gain over necessary complement by the third fiscal year, this scenario has the advantages of (1) minimizing the impact of attrition on MPD operational capacity and (2) provides some degree of cushion in the event civilianization of positions does not proceed as planned.

## B. A Cautionary Tale

We caution policymakers and legislators about the potential negative effects on public safety that staffing reductions can have upon public safety. In Figure 4 we provide data concerning the impact of layoffs in the Oakland Police Department (reductions in force through attrition are organizationally equivalent for staffing levels) on the violent crime rate in the city. In Figure 5 we display the impact of the layoffs on the number of violent crimes per officer.

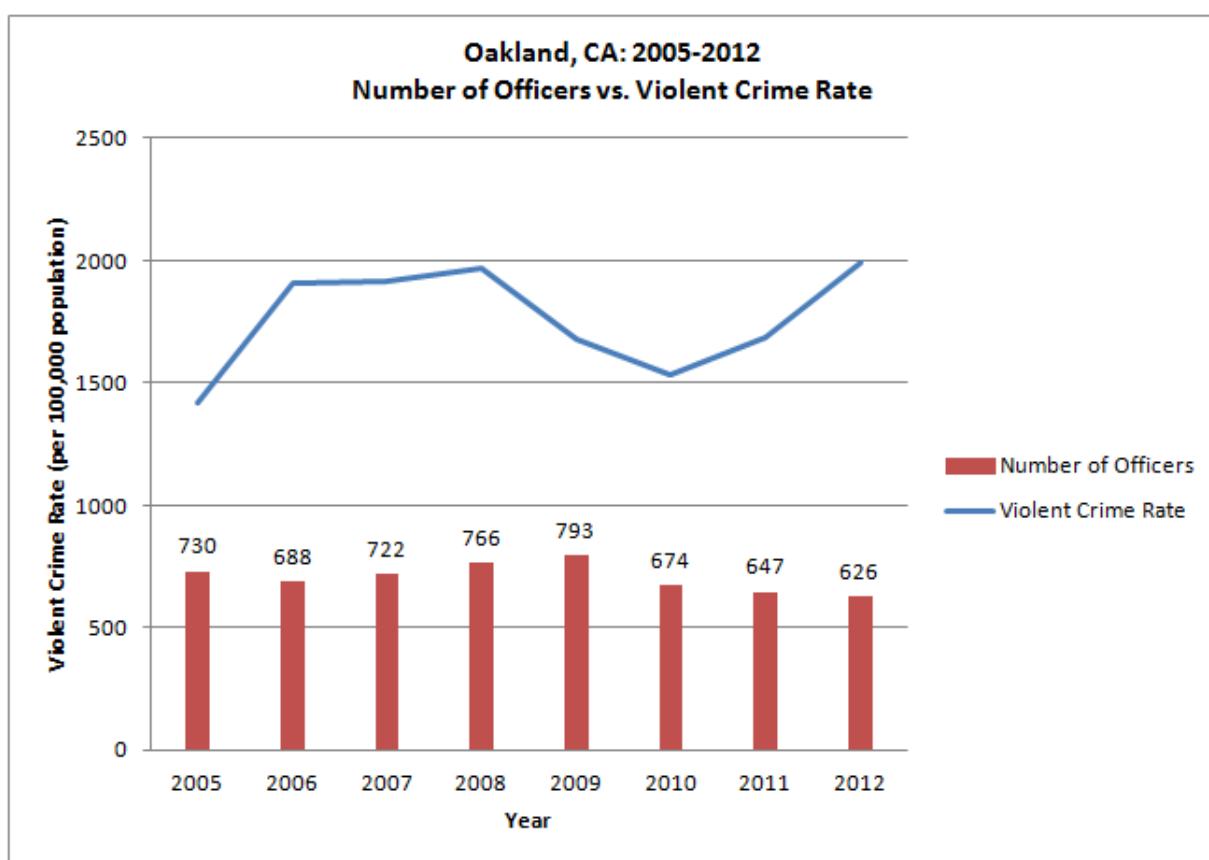


Figure 5- Oakland, CA: Number of Officers vs Violent Crime Rate-2005-2012

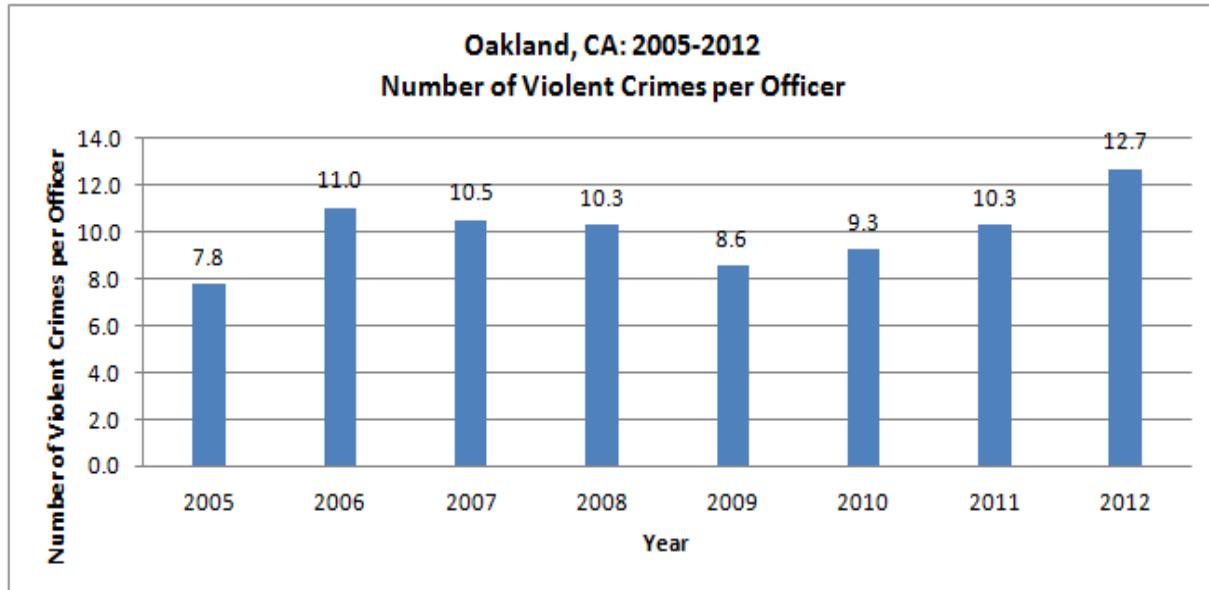


Figure 6- Oakland, CA: Violent Crimes per Officer-2005-2012

### C. Communications

**PERF RECOMMENDATION:** The department should strive to fill the vacant Dispatcher/Call Taker positions.

PERF in its report notes that:

The communications center is operating with 31 fewer personnel than its authorized strength. Funds to add two authorized supervisors have been requested in the department's 2013 budget. The communications function is a high-risk, high liability endeavor. If duties are not adequately carried out, danger to both police officers and citizens is possible. There have been incidents in other jurisdictions where less than adequate staffing in a 911 center has lead to tragic consequences and subsequent monetary damages being assessed against the governmental unit responsible for the communications center. In many police department administrative units an error may have negative consequences, but not of the magnitude that can occur in a communications center. A high level of vacancies can translate into high levels of overtime to keep shifts adequately staffed. As a result fatigue and stress can increase and even greater turnover can ensue. Because of the critical nature of the function filling dispatcher/call taker vacancies should be a high priority.

We believe it is critical that funding be provided to fill the vacant dispatcher positions. MPD is currently exploring a proposal to create a call-taker only position. The approach could prove cost-effective and improve hold times on 911 calls. The proposed approach appears to be sound and has been adopted in other law enforcement agencies.

## IV. RECOMMENDED FUTURE DIRECTIONS

### 1. Automatic Vehicle Locators/GPS

**SCS RECOMMENDATION:** MPD should purchase and implement AVL/GPS technology for use in patrol cars.

Automatic Vehicle Locator Systems (AVL) help to protect officers' safety and assists officers in meeting performance targets. For purposes of this report, we stress AVLs usefulness in improving supervision, ensuring accountability and assisting in the investigation of complaints against officers. An example of the use of an AVL system to improve accountability comes from the Camden, NJ Police Department:

For example, officers are given directives to increase the police presence at certain crime hot spots. Working with an AVL technology vendor, CPD was able to establish an electronic "fencing" system that monitors how often officers' vehicles travel through crime "hot spot" areas. If officers are not reaching the target levels of increased presence, the system will notify the Command and Control center, and the command officer is able to take action.

## 2. Annual Staffing Reviews

### a. Participation in Task Forces

**PERF RECOMMENDATION:** The department should review the participation in task forces on an annual basis to determine if the agency is receiving value for its contributions.

According to PERF: "At this time the personnel resources assigned to these task forces seem warranted. But an annual re-examination is a policing best practice especially during the current economic and resource challenges to police departments throughout the country."

### b. Narcotics Enforcement

**PERF RECOMMENDATION** MPD should evaluate the need for the number of units dedicated to enforcing narcotics laws.

PERF noted that "[I]n addition to the DEA task force, The Criminal Enterprise Team is also responsible for the investigation of high level drug violations, and other teams enforce street level drug violation. ... With multiple units working drug crimes there is also the possibility of duplication of effort."

## 3. Information Technology Strategic Plan

**SCS RECOMMENDATION:** MPD should develop a Strategic Plan for its Information Technology Division.

MPD should develop a strategic plan for Information Technology. Research in the private sector has revealed that IT functions and strategic directions are often not effectively coordinated with organizational strategic directions and operations. Absent a strategic IT plan which incorporates organizational plans and future directions, IT often fails to support achieving organizational goals and may, in some cases, frustrate achievement of those goals and result in unnecessary and wasteful expenditures.

## 4. New technology for Crime Analysis

**SCS RECOMMENDATION:** MPD should explore adoption of new technology for Crime Analysis

New software is available for advanced predictive analytics, data mining, and network analysis. MPD should explore implementing use of these new software products to enhance the crime pattern analytics available to both patrol and investigative services.

## 5. Strategic Assessment of Real Time Crime Center

**SCS RECOMMENDATION:** MPD should conduct a strategic assessment of the value and operations of the Real Time Crime Center (RTCC).

We believe a strategic assessment of the RTCC is necessary. We note PERFs observations that : "It is difficult to assess the staffing needs of the RTCC. While it clearly enhances the operation of the MPD, it is difficult to determine how much value it adds" In addition, PERF found that ambiguity existed about the value and utilization of the RTCC.

Operational and management personnel interviewed expressed two concerns about RTCC. Operational personnel said they were not aware of RTCC capabilities. They

viewed RTCC as something that was initially not well publicized within the department and not generally utilized by operations personnel. Some field supervisors said that they have not seen the RTCC facility. Executive level personnel said that they would like RTCC to do more to assist field officers and investigators in active investigations.

The question of how the RTCC should be staffed, and the appropriate mix of sworn and civilian positions is related to the role the Center plays in supporting the mission of the police department.

These findings suggest that RTCC has not evolved in a manner that is conducive for supporting MPD enforcement operations. Our own observations suggest that while the RTCC was originally seen as an entity that would grow into a analytic unit that could provide advanced crime analysis for Uniform Patrol and sophisticated investigative support for the bureaus, this crucial evolution has not occurred.

**SCS RECOMMENDATION: MPD should strive to fill vacant civilian Crime Analyst positions in the RTCC.**

## **6. MPD should Explore Strategies to Reduce 911 Hang-up Calls**

**PERF OBSERVATION:** Another frequently occurring dispatch activity is 911 hang-ups. Multiple persons may call about the same event and because of the plethora of cell phones may hang-up as they see others calling. The police begin a response to each 911 call until it can be determined whether it is a duplicate, an accidental dialing, or that the police are not needed. Some 911 hang-ups may be a valid request for police service that was interrupted. For example, a domestic violence victim may begin a call but may then be forced to hang-up by the perpetrator. Consequently almost all 911 calls are dispatched while communications personnel try to determine whether the police response needs to continue or can be cancelled.

A useful reference document is the COPS Office Problem-Oriented Policing Guide #19 by Rama Sampson, *Misuse and Abuse of 911*.<sup>35</sup>

## **7. MPD should explore approaches to augment its staffing resources**

### **a. Expand the Reserve Officer Program**

**SCS RECOMMENDATION: MPD should strive to expand its Reserve Officer program.**

The benefits of police Reserve Officer programs were noted in study by Larson et al.<sup>36</sup>

The money saved is not the only benefit to the cities that utilize a reserve officer program. There are also the fringe benefits of a better relationship between the police and the community. Reserve officers come from all walks in life. They hold regular jobs in their communities and interact with citizens in their communities that know them as reserve police officers.

<sup>35</sup> The Guide can be accessed at [http://www.popcenter.org/problems/pdfs/Misuse\\_and\\_Abuse\\_of\\_911.pdf](http://www.popcenter.org/problems/pdfs/Misuse_and_Abuse_of_911.pdf).

<sup>36</sup> Larson, James, Victor Lewis, Kenneth D. Kay, and Chandrika Kelso. Reducing the cost of crime through reserve police officers and volunteer citizen patrol. *Research in Business and Economics Journal*, which can be accessed at: <http://www.aabri.com/manuscripts/09316.pdf>

MPD has a long history in sponsoring a Reserve program. The role of Reserve Officers is described in the Unit's Standard Operating Procedures:

Assignments - Reserve Officers may be assigned to any duty station within the Police Department. There, the Reserve Officer shall be under the Standard Operating Procedures of that division. Reserve Officers operate under the same procedures as any other officer.

Duty Time Requirements and Limitations - A Reserve Officer is required to work 24 hours per month. This may be filled either through shift work at the precinct level, details, special assignment to specific units, or any other assignment given by the supervisor of the Reserve Bureau. During various times of the year, all Reserve Officers, including those assigned to special assignments to specific units, will be required to work at the major events held throughout the City, including but not limited to, Africa in April, the Greek Festival, Italian Festival, Memphis Crawfish Festival, Memphis in May events, Southern Heritage Classic, Delta Fair, Cooper-Young Festival, Pink Palace Crafts Fair, and the Memphis Marathon. These events are primarily staffed by the Reserve Bureau Officers and though an officer may have specific functions helping at various duty stations, it is a primary responsibility of a Reserve Officer to contribute in these major events.

Reserve Officers are required to work 24 hours per month and are limited to a maximum of 100 hours per month. These officers are paid \$1.00 per year plus insurance benefits. Their effectiveness can be seen in a description from MPDs 2010 Annual Report: "In 2010 the officers assigned to the Reserve Bureau worked 35,702 hours, issued 485 tickets, made 82 misdemeanor arrests, and 37 felony arrests." We strongly believe MPD should invest substantial effort in expanding the Reserve Program. Reserves can significantly assist in alleviating many tasks currently being performed by full-time sworn officers at significant cost-savings. . Expanding the program will require a conscious and concerted effort on MPDs part; we note, that currently the link to the reserve program on the MPD website is disabled and there is no mention, except for a listing in complement numbers, of the program in the 2012 Annual Report.

#### **b. Explore the use of volunteers**

**SCS RECOMMENDATION: MPD should explore expanding its use of citizen volunteers; potentially the Citizen's Police Academy program could serve as a fertile recruiting ground for recruitment of volunteers.**

A Department of Justice National Institute of Justice report on "Strategic Cutback Management," noted that "supplementing staff with volunteers when feasible is highlighted as having significant cost saving potential."<sup>37</sup> The COPS Office has noted that

Agencies across the nation have begun to take part in volunteer programs after the creation of the USA Freedom Corps (USAFC) by President Bush in 2002, which resulted from the September 11, 2001 attacks The national Volunteers in Police Service (VIPS) Program provides access to resources and information for and about law enforcement

<sup>37</sup> Wiseman, Jane 2011 *Strategic Cutback Management: Law Enforcement Leadership for Lean Times Research for Practice*, Washington, D C : U S Department of Justice, National Institute of Justice, NCJ 232077.

volunteer programs of all kinds and is one of five Citizen Corps partner programs that developed as part of the USAFC initiative. The program aims to improve the ability of state and local law enforcement to utilize civilian volunteers (Volunteers in Police Services 2011a) IACP manages and implements the VIPS Program in partnership with the White House Office of the USAFC and the U S Department of Justice Bureau of Justice Assistance.

A recent report<sup>38</sup> sponsored by IACP described the use of volunteers

More than ever, volunteerism in the law enforcement arena has become a need and not a luxury. The financial return on investment of a volunteer program can be substantial, amounting to hundreds of thousands of dollars worth of value added to the agency each year.

A survey conducted by IACP revealed respondents (those responding as “very important” or “important”) describing the use of volunteers in the following terms

- Ninety-four percent cited added value to the department
- Ninety-two percent cited the ability for officers to respond to more pressing needs
- Ninety percent cited it increased their ability to provide additional service
- Eighty-five percent cited enhancing citizens understanding of the police

According to the COPS Office, IACP has also discovered a “vast increase in the number of volunteers that are being used by law enforcement agencies to perform police duties since 2004.” IACP has extensive resource materials available for agencies considering development of volunteer programs.<sup>39</sup> Examples from the COPS Office include:

Richland, Washington – “In Richland a group of nearly 40 volunteers is taking on the smaller tasks, lightening the workload so cops can stay focused on more serious threats—all for free... Richland’s Police Volunteers logged more than 600 hours just last month, providing that sense of security to more and more people”

Durham, North Carolina – “Teams of civilian volunteers help police canvass neighborhoods immediately after murders and other violent crimes, to help responding units and put potential witnesses at ease. Durham Chief Jose Lopez says other volunteers in city-issued cars patrol shopping centers during the busy holiday seasons and conduct property checks for residents who are away from home. ‘They are additional eyes and ears for us,’ Lopez says. ‘It effectively puts more people on the street’”

<sup>38</sup> The report, *Volunteers in Police Service Add Value While Budgets Decrease*, is an excellent resource and can be accessed at

[http://www.theiacp.org/Portals/0/documents/pdfs/VIPS\\_police\\_service\\_add\\_value\\_while\\_budgets\\_decrease.pdf](http://www.theiacp.org/Portals/0/documents/pdfs/VIPS_police_service_add_value_while_budgets_decrease.pdf).

<sup>39</sup> See IACP, VIPS - Volunteers in police service: <http://www.theiacp.org/VIPS>

## 8. Sergeants as First-line Supervisors in Uniform Patrol.

**SCS RECOMMENDATION:** MPD should consider using Sergeants as First-line Supervisors in Uniform Patrol.

We were informed that at one time MPD used Sergeants as First-line Supervisors in Uniform Patrol but that the practice was discontinued many years ago. It was suggested during interviews that nothing prohibits the department from returning to this practice. PERF noted that:

In Memphis, a patrol officer aspiring to become a patrol supervisor must first detour to investigations, traffic or special operations. For some this may not be a good fit. Additionally, five years of continuous service as a patrol officer are required to be eligible for the sergeants' promotional process and two years of service as a sergeant are required to qualify for the lieutenants' promotional process. Therefore seven years are required before an officer can become a first line supervisor in Memphis. In comparable departments patrol officers may seek promotion to the first line supervisory position after three to five years. The Memphis system slows the progress of officers who may have good supervisory and leadership skills and want a career in patrol but who have little interest in becoming a detective.

We believe the department should explore this approach. Adopting use of Patrol Sergeants may be a cost-effective way of expanding the ranks of first-line supervisors.

## 9. On-Line Training and Modular Scheduling to deliver In-service Training.

**SCS RECOMMENDATION:** MPD should explore increasing the use of On-Line Training and Modular Scheduling to deliver In-service Training.

Discussions with MPD commanders during interviews and focus groups revealed the staffing strains that are posed by the current in-service training program which requires officers to attend the Academy for approximately a week each year. We believe that advances in the use of on-line education (which is being significantly used by colleges and universities throughout the nation) provide MPD an opportunity to relieve staffing stresses in both Uniform Patrol and Investigative Services. For example, "PoliceCommunity.net currently offers nine general subject domain courses representing more than 50 hours of in-service training." An article in Police Magazine<sup>40</sup> noted that:

A growing number of agencies nationwide have adopted The Response Network's online training program, including the Detroit Police Department, Jacksonville (Fla.) Sheriff's Office, Saint Augustine (Fla.) Police Department, Saint John's Sheriff's Department, Clayton (Ohio) Police Department, Park Ridge (Ill.) Police Department, Aberdeen (S.D.) Police Department, Ocean City (Del.) Police Department, Story County (Iowa) Sheriff's Department, and the Lincoln (N.H.) Police Department.

In addition to its partnership with the Virginia Association of Chiefs of Police (VACP), The Response Network's training programs are also endorsed by the Commission on Accreditation for Law Enforcement Agencies (CALEA), Brit Insurance, The FBI National Academy Associates (FBINAA), the International Association of Chiefs of Police (IACP) and the Association of Public Safety-Communications Professionals (APCO).

<sup>40</sup> Virginia Chiefs Implement PoliceCommunity.net Training Portal. *PoliceMagazine*. April 29, 2011.

As Bradley J. Naples, president and chief executive of The Response Network stated:

As a new generation of Internet-centric law enforcement professionals comes to the forefront of helping to ensure that best practice standards are met for ongoing in-service training, The Response Network's PoliceCommunity.net training portal is coming to be seen as an effective way for agencies and posts to cost-effectively maintain a state of preparedness," according to Bradley J. Naples, president and chief executive. "They are realizing that online in-service training can be a compelling experience that is as much entertaining and engaging as it is educational."

In addition, it was suggested that the department should explore the use of modular scheduling for training. For example, officers could complete a training module at the beginning of their shifts. We believe both proposals have substantial merit and should be studied by MPD.

## 10. Creating a Command College

**PFM RECOMMENDATION:** Establish Public Service University

**SCS RECOMMENDATION:** MPD should examine the possibility of creating a Command College to support the promotion process and enhance preparation of supervisory personnel.

We believe that PFM recommendation for the City to establish a Public Service University has substantial merit and has significant applicability to MPD. Research on Command Colleges can be summarized from a report written by Michael Spaulding<sup>41</sup>:

The police training commissions in many States have adopted command colleges because of their training value. The primary purpose of the command college is leadership development, which in the last decade has become one of the most important aspects of human resource management. Within the field of human resource management, there is a new emphasis on helping the organization gain a competitive advantage by providing services its customers value. This applies to law enforcement as well. Employee development is the single most important reason to implement a command college. The command college provides the opportunity for law enforcement employees to improve their career status, income, and educational level. The command college offers an executive development program that trains executives to manage department's in the face of contemporary challenges confronting police agencies. An examination of 24 police command colleges, most of which are in the United States, found several common characteristics in the successful programs. They are closely associated with a reputable academic institution, are accessible to all law enforcement executives within the geographic area served, are funded by Federal "seed" money, and offer similar core courses.

As one graduate of a Command College noted:

Police Command College exposes an officer to the administrative component of law enforcement business that patrol officers rarely experience. The program imparts

<sup>41</sup> Spaulding, Michael. 2011. *Analysis of the Police Command College: The Missing Link in Maryland Law Enforcement Training.*

invaluable information and training regarding concepts that are involved with police administration such as: budgeting, discipline, human resources, liability, politics and other issues that are not considered traditional police work.

As Riverside, CA Police Chief Greg Mills has observed

The course of study in the Command College exposes our managers to a variety of contemporary policing and management issues, taught by leading experts in their field. What sets high functioning organizations apart from the rest, I believe, is an investment in training and education. Sending our Police Captains and Sergeants to the Command College is good for them, good for the Department and most importantly good for our citizens."

We strongly believe that implementation of a Command College in collaboration with local colleges and universities, particularly with their Business and Management departments, can significantly strengthen the MPD promotion process and improve the preparation of MPD supervisory personnel.

We also suggest that MPD explore in collaboration with the local business community a model based on Operation Bootstrap<sup>42</sup>:

Launched as a pilot program of the International Association of Chiefs of Police, Operation Bootstrap now reaches into 40 States, with support from private foundations and the National Institute of Justice. It offers state-of-the-art management training and self-help programs that range in length from 1 day to 1 week and cover subjects such as effective supervision, conflict resolution, group problemsolving, and stress management. Approximately 70 corporations donated over 800 seats in their executive education programs in 1988, absorbing tuition costs for police personnel and leaving participants responsible only for travel and per diem expenses through their departments.

## **11. New technology for electronic transmission of arrest tickets and affidavits to improve prisoner processing time.**

**SCS RECOMMENDATION: MPD in collaboration with the Shelby County Sheriff's Office should explore the availability of new technology for electronic transmission of arrest tickets and affidavits to improve prisoner processing time.**

Interviews suggested that new technology may be available for electronic transmission of arrest tickets and affidavits to improve prisoner processing times at the Shelby County Jail. We note that technology is increasingly being used in courts for electronic filing and in the private sector to facilitate transmission of documents. We suggest this approach has promise and should be further explored.

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<sup>42</sup> Burns, B. 1990. Operation Bootstrap: Opening corporate classrooms to police managers. *State Peace Officers Journal*. 39(1): 83-85. See also, Bocklet, R. 1990. Operation Bootstrap: A corporate law enforcement partnership. *Law and Order*. 38(10): 59-63.

## 12. Billing and reimbursement practices by General Services

**SCS RECOMMENDATION:** The City should re-examine billing and reimbursement practices by General Services for services performed for MPD.

While we have not had an opportunity to do a comprehensive review of billing and reimbursement practices by General Services for services performed for MPD, a cursory review and discussions with MPD commanders suggests to us that billings are similar to those that would be obtained by a private citizen having work performed by a garage on a vehicle and may be higher than those charged in the private sector for other types of work. For example, labor cost charged as 1 hour for changing a tail lamp on an MPD car was billed as \$34.88 in labor charges and an \$8.00 Admin Fee. We believe the City should explore whether more cost effective services might be obtained through out-sourcing to the private sector.

## 13. Consolidating Back Office Functions

**PFM RECOMMENDATION:** Consolidate Back Office Functions for Police and Fire Divisions

We were not in a position to evaluate the merit of this recommendation due to the short time frame for the engagement. However, we note that the MPD Command staff has indicated a willingness to explore possible areas for consolidation. We note the PFM report suggests that:

Under a combined back office support for Police and Fire, it is reasonable to assume that the number of civilian staff in purely administrative functions could be reduced by as much as one-third. These savings could be achieved independent of the proposed civilianization of positions in the MPD. The analysis necessary for civilianization may yield additional positions where consolidation would be possible – producing still further savings.

Under this initiative, there would be a reduction of 35 positions through consolidation – with the equivalent of approximately 9 FTEs eliminated in Year 1 and the remainder eliminated in Year 2 and continued through the Plan.